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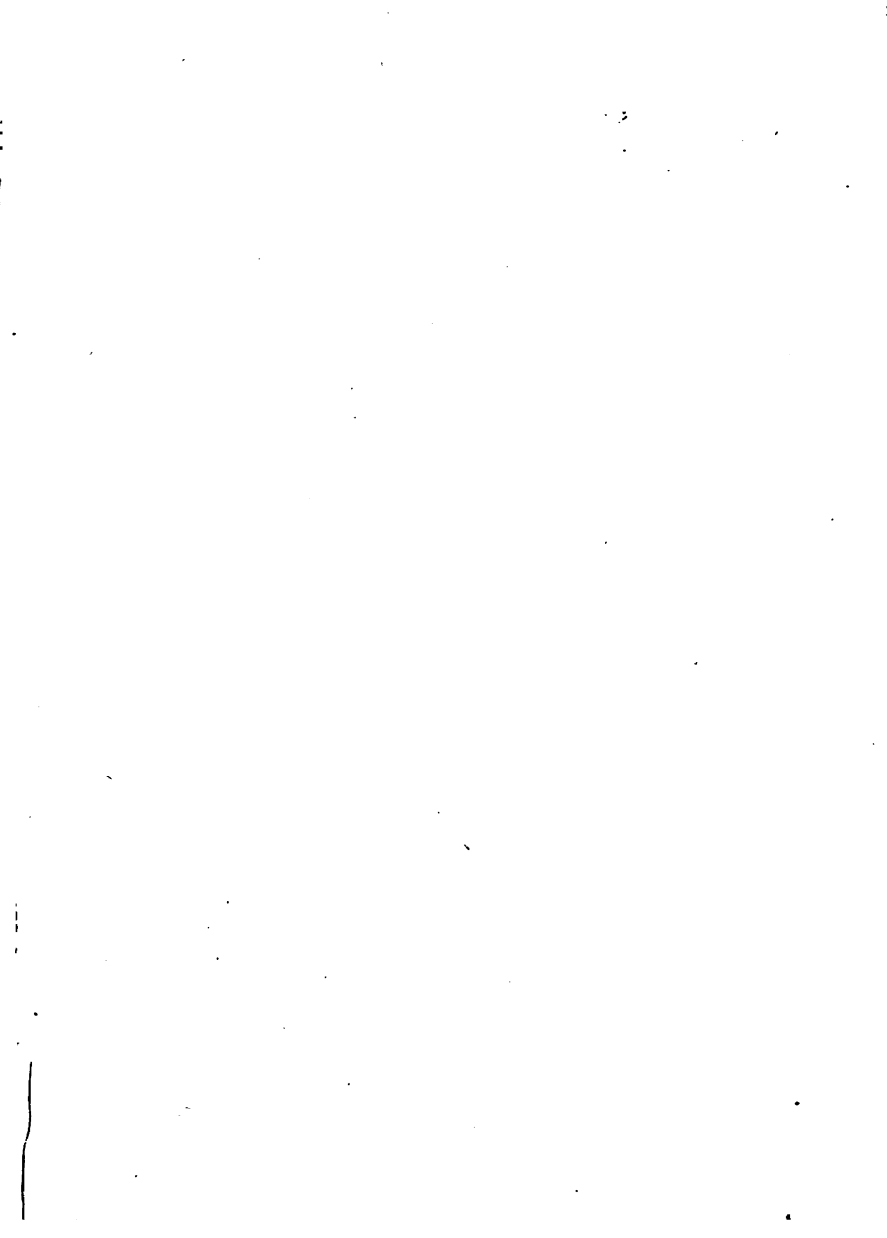
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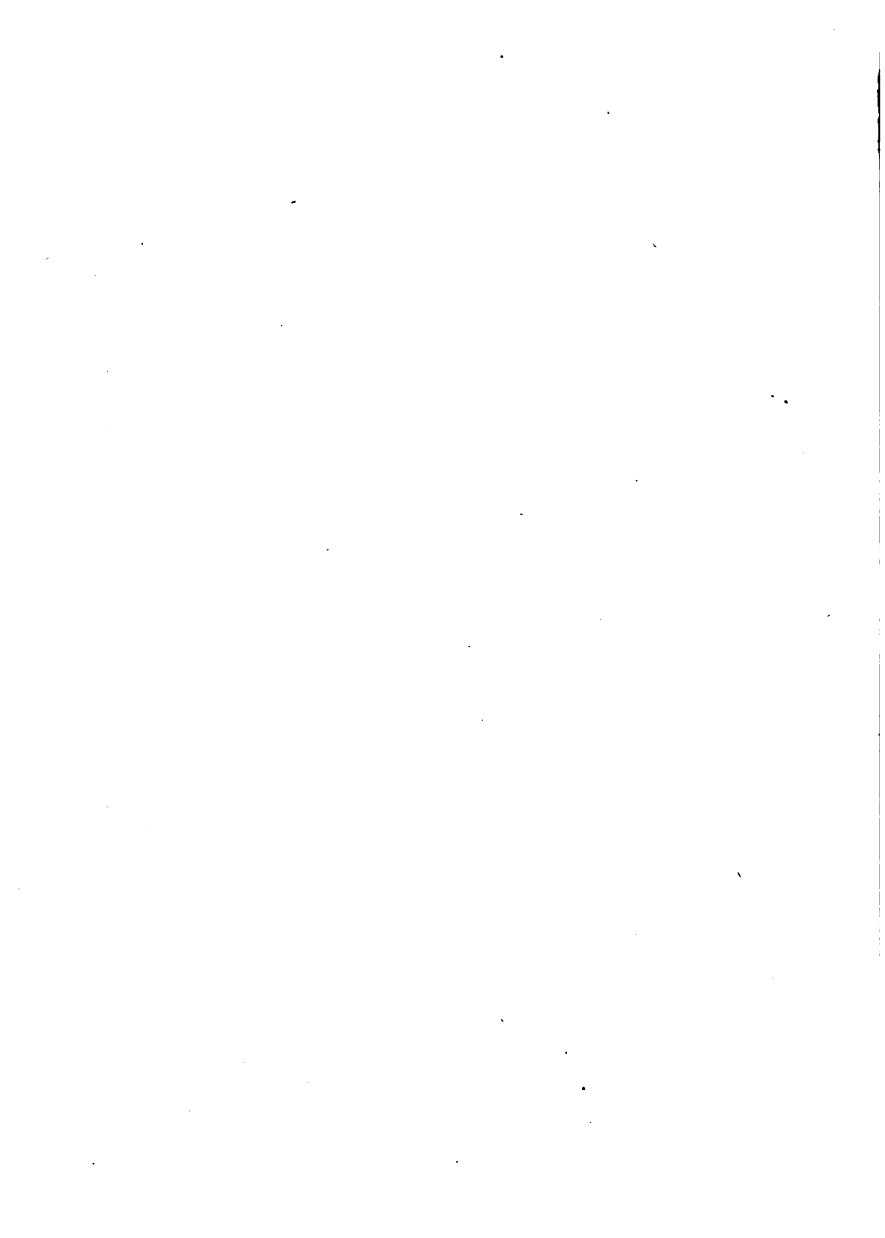
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VIEW OF UNIVERSITY CAMPUS, MINNEAPOLIS, MINN.

EDUCATION IN MINNESOTA

IN TWO PARTS

PART I

HISTORY OF EDUCATION IN MINNESOTA

BY

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PREFACE.

We study the history of institutions in order the better to understand our own. We begin by studying our own, after which we study those that will help us interpret the one under which we live. In education it will be found a very interesting as well as profitable study to notice how old forms and ideas have been incorporated in the systems of the present, and how new ideas are struggling for recognition and a place. Our state is near enough to the past to feel the power of a system of aristocratic education, and at the same time to be fully possessed with democratic ideas of a practical education for all the people.

Upon the invitation of the State Historical Society I had the honor to prepare and present before that society at its annual meeting a History of Education in Minnesota. Upon the basis of this address I have prepared this volume with special reference to our educational public. Its plan is to indicate the development of the permanent factors of our school system, and to show the place of our system in those of the present day.

If this contribution shall prove to be in some

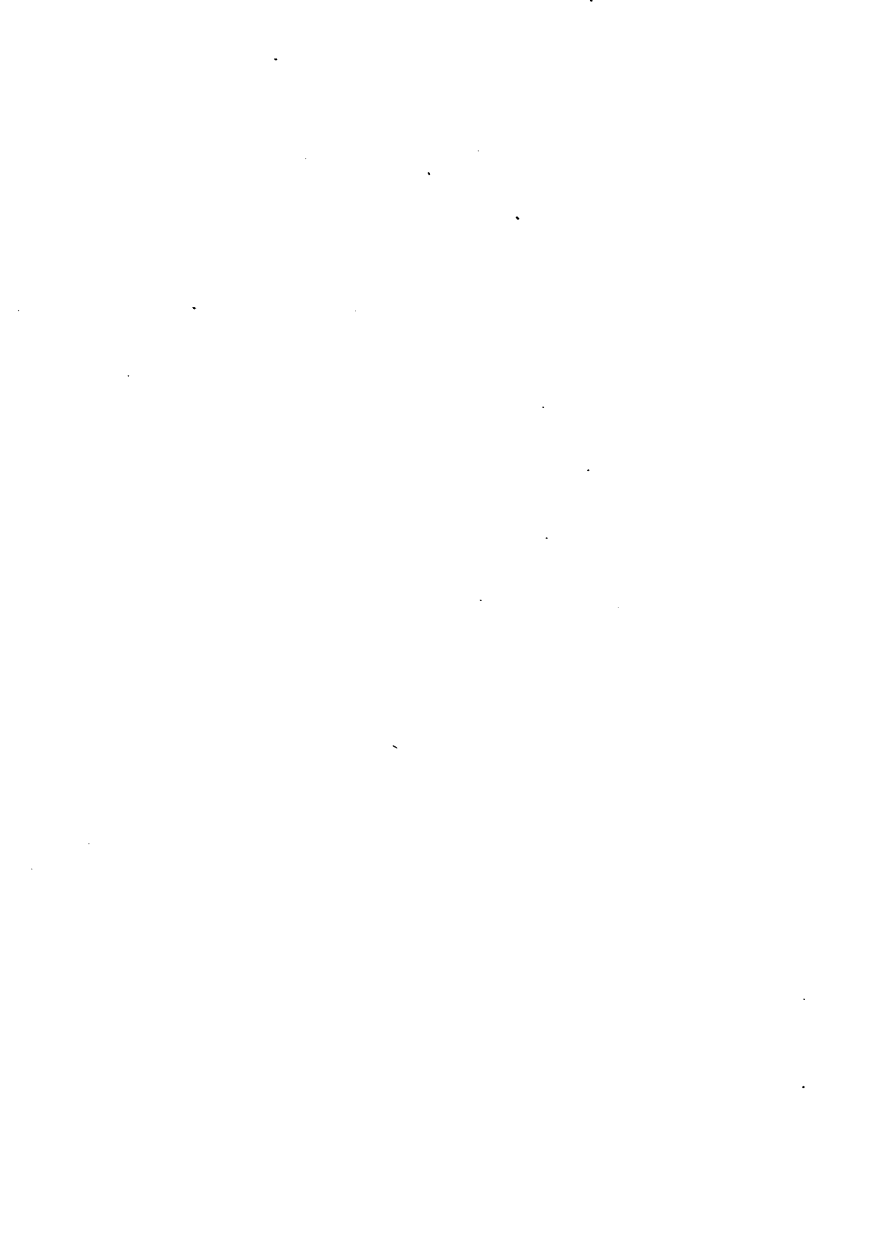
measure helpful to a better understanding of what we are, and toward what we aspire in a genuine education for all the people, and so make us wiser educators and better citizens, I shall not count my task unfruitful.

D. L. K.

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HISTORY OF EDUCATION IN MINNESOTA

CHAPTER I.

TERRITORIAL PERIOD.

The planting and fostering of a system of education in a new state is the most far-reaching event in its history. The pioneers who did this service stand as the representatives of the world's civilization at its high water mark. These men and women of that early day brought with them the courage and endurance necessary to face the hardships and dangers of unsubdued nature in climate, land and flood and still held by unsubdued savage life. They opened up highways of travel, built towns and factories, and more than all, they brought in their own characters and ideals the best of modern life in homes, churches and schools. They sought not merely lands and wealth for themselves, but they laid the foundations of a system of education in which their children should inherit the learning and culture of the world's history, and so make themselves

a part of the continuous history of a Christian civilization. Standing as we now do in the enjoyment of the fruitage of this great system in its full vigor and maturity, abreast of the age, and respected by our sister states for what we have done, and still promise for the future, we review with pride the record of our fathers.

Of those most prominent in this early public service there remains with us only our venerable fellow citizen, Ex-Governor Ramsey,¹ still the honored president of our State Historical Society, who, in his public and private capacity has rendered invaluable aid by his wise counsel in the erection of this noble structure, and of which he might with modesty say with the traditional founder of the old Roman state, "*Quorum magna pars fui.*" We congratulate our respected fellow citizen that it is his privilege to witness the magnificence and the beneficence of this superstructure of education, the cornerstone of which he helped to lay in those troublous times.

The honor due these builders of our state is enhanced in the fact, that, besides subduing the wilderness and savagery of this new world, they had to establish the institutions of a Christian civilization in opposition to the corrupting vices

¹Deceased since this chapter was written.

of greed and animalism that always attach themselves to a vigorous and exuberant life of enterprise and prosperity. While the dregs of civilization fostered houses of debauchery, drunkenness and licentiousness, these men planted school-houses, churches and homes of love and virtue. May their memories ever be cherished, and their examples of courage and virtue be an inspiration to the youth for whose education they have made provision.

THE BEGINNING.

The spirit of our modern civilization was active in education before the state as an institution had organic form, and long before the elements were at hand for the organization of a state system. When Minnesota first became known as a territory in 1849, there were but three centers of civil and social life so far developed as to furnish starting points for schools, namely, Stillwater, St. Paul and St. Anthony. At these points were elementary private schools—Miss Hornbeck (Mrs. H. L. Morse) at Stillwater, Miss Backus at St. Anthony, and at St. Paul, Miss Bishop and Miss Scofield. Two years before, Dr. Thomas S. Williamson, a pioneer missionary to the Indians, in the catholicity of his spirit took in the higher interests of the white people of St. Paul, wrote to Ex-Governor Slade of Vermont,

President of the National Popular Education Society, representing that in this village there were some thirty-six children of school age, and requested that a teacher be sent them. In response to this appeal Miss Bishop came. She has described her schoolhouse as a log hovel some 10 by 12 ft., covered with bark and chinked with mud, and previously used as a blacksmith shop. On the sides, pegs were driven into the logs, and upon them boards were laid for seats. This little log schoolhouse was located on St. Anthony street—the old site of the First Presbyterian Church. It is also memorable in being the place where the first public school meeting was held in November, 1849, immediately after the organization of the territory.

CHRISTIAN SCHOOLS.

Inasmuch as the earliest educational influences were represented in the missionary spirit of individuals and Christian denominations, this seems to be the place to recognize the continued enterprise of these high-minded men and women down to the present day. Their work has not been superseded by the more comprehensive plan of the state that followed. With the specific aims of providing an educated laity and ministry, they also established schools of higher learning for

all who would avail themselves of these advantages.

In 1853 the Baldwin school in St. Paul, open to both sexes, was incorporated, and in the following year Baldwin College was opened to young men. The sparsely settled condition of the country, the unorganized condition of society, accompanied by the financial stress of 1857, and followed by the civil war of 1861-65, arrested all educational enterprises, so that we must look for their continued history in the years following. In 1874 through a bequest of Charles Macalester of Philadelphia the name of Baldwin College was changed to Macalester College, and it was permanently located with buildings for instruction and residences for professors on its present campus of thirty acres in St. Paul, under the presidency of Rev. James Wallace, Ph.D. It is deserving of record that the founding of this college is chiefly due to the laborious efforts of Rev. Edward D. Neill, D.D., the pioneer missionary and educator who came to this state in 1849. He was not only the servant of his own denomination, but as a public spirited citizen and cultivated scholar, he was identified with the civil life of the state, and was one of the influential leaders in developing its educational system, as we shall have occasion to notice further on.

The Methodist denomination moved early in establishing Hamline University in 1854, formally opened to men and women in 1857. It was located at Red Wing, which "in 1849 had a population of 305,—300 being Sioux Indians, and the five being two missionaries with the wife and child of one, and the government farmer." "In all, between the years 1857 and 1869, the university graduated 14 women and 9 men."

Hamline University, after a struggling career of many years, owing to conditions already noted, dates its new and prosperous history after its removal to its present location between the Twin Cities in 1869, and its re-opening in 1880 as a collegiate institution under the presidency of Rev. D. C. John, D.D. (1880-1883), and Rev. George H. Bridgman, D.D., its present administrative officer and president.

The ending of the Civil War and the established union of the divided states marks the beginning of the larger industrial and educational prosperity of the state. Every religious denomination has been active in contributing its influence to the upbuilding of the state in intelligence and morality. The Bishop Seabury Mission, chartered in 1860, includes the system of academic and divinity schools located at Fari-bault. These stand as a monument to the enter-

prise and philanthropy of the Episcopal Church.

At Northfield, in 1867, was opened the preparatory department of what in 1870 took permanent form in the opening of Carleton College under the presidency of Rev. James W. Strong, D.D., who has just closed his long and successful administration.

In 1864 St. John's College was established by the Order of St. Benedict and located at Collegeville. Following the sixties the religious and educational spirit of the state, Protestant and Catholic, multiplied schools and academies in all parts of the state, and so making the best possible provision for the elementary and higher instruction of our youth in the absence of the more comprehensive system which the state has since provided.

Appended, will be found a list of the secondary and higher institutions now established and supported by private benefactions and religious associations of loyal citizens of the state, who in addition bear their full share in support of our public school system.

The noticeable characteristic of our own, as of all educational history, is in this, that provision is first made for the higher education and leadership of those who control and give direction to the institutional life. If society has an

intelligent, virtuous and philanthropic leadership in a few good men and women the masses will follow and obey in confidence. Then again, these movements find support among a class who are impressed by the greatness of an institution, and who are pleased to be identified with an institution that receives public honor. These will often help to build capitols and monuments before they build homes for their own children. For all these reasons the university movement in territorial days was a more engrossing subject than the public schools. However, all elements of the system were in view from the first, as we shall see.

The history of education in Minnesota belongs to a second great chapter of our nation's history, which dates from the Ordinance of 1787, when the old states of New England, New York, and Virginia ceded their claims to territory in the northwest to the General Government, and when this new empire of the great west began its history, established on the "trinity of principles, free labor, free religion, and free education." At that time the Government set apart one-thirty-sixth of the public domain—section sixteen of each township—for the support of common schools. In 1848, upon the organization of the Territory of Oregon, the national grant to com-

mon schools was increased to two sections in each township-section,—number thirty-six being added.

The first Assembly of the Territory of Minnesota convened September 3, 1849. Its Governor, the Honorable Alexander Ramsey, in his message presented the interests of education in these words. "The subject of education, which has ever been esteemed of the first importance, especially in all new American communities, deserves, and I doubt not will receive, your earliest and most devoted care. From the pressure of other and more immediate wants, it is not to

Alexander Ramsey was born near Harrisburg, Pennsylvania, September 8, 1815. His parentage was Scotch-Irish on his father's side and German on that of his mother. At eighteen he attended Lafayette College, then read law in Harrisburg, attended law school at Carlisle and was admitted to practice in 1839. His political life began in 1840 with the Harrison campaign; he was a member of the lower house of Congress from 1843 to 1847, and the year following was made chairman of the whig state central committee in the campaign which resulted in the election of General Zachary Taylor to the presidency. Upon his inauguration, President Taylor appointed Mr. Ramsey Governor of the Territory of Minnesota, April 2, 1849, and he served four years. In 1859 he was elected the second Governor of the state, serving two terms. In 1863 Governor Ramsey was chosen United States Senator, and was re-elected in 1869, serving twelve years. Governor Ramsey lived to see the development of the state in all its interests with which he had been long and closely identified. He died at his home in St. Paul April 22, 1903.

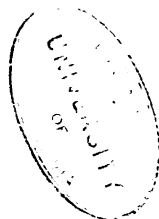
be expected that your school system should be very ample; yet it is desirable that whatever is done should be of a character that will readily adapt itself to the growth and increase of the country, and not in future years require a violent change of system."

The territorial school code made provision for, (1) The appointment of a Superintendent of Public Instruction,—Edward D. Neill being the first, and at the same salary as the Treasurer and Auditor—\$100 per annum. (2) The division of the township into districts, whenever the district contains ten or more families. (3) The levy of a county tax of two and a half mills for the support of schools, to which was added fifteen per cent of all liquor licenses and fines for criminal offense.

The first report of Superintendent Neill for the year 1851 gives eight districts in Ramsey County with three school houses valued at \$1600, and four districts in Washington County, but with no school houses.



ALEXANDER RAMSEY



CHAPTER II.

COMMON SCHOOLS UNDER THE STATE GOVERNMENT.

For the permanent organization of our common school system we must pass on to the organization of the state government and the adoption of the Constitution.

The record of the proceedings of the Convention which began its sessions July 13, 1857, gives us a view of the interesting problems that were then considered and adjusted regarding the administration of our school fund.

THE ADMINISTRATION OF SCHOOL FUNDS.

Prominent was the question whether, inasmuch as the public lands were designated as the sixteenth and thirty-sixth sections of each township, the revenue accruing should not be administered by township authorities for the support of the schools of the township in which the lands were located. In favor of this policy, two reasons were urged; First, that instead of appropriating the lands in bulk as they were for the university, they had been distributed in townships, which would seem to indicate that they were for

the respective townships in which they were located. Second, that to put all these lands under the control of an administration located at St. Paul savored too much of centralization, by removing them too far from the people. This view was supported by the recent experience of our nearest neighbor, Wisconsin, where, through the mismanagement and defaulting of state officers, the lands were sold at nominal prices to speculators, and the interests of the state largely sacrificed.

On the other hand it was held; First, that although these lands were located by sections of townships, it is expressly stated in the act authorizing a state government, that these lands "shall be granted to said state, for the use of schools." (Sec. 5) Second; that there was great disparity in the value of these lands, and that consequently great hardship would be entailed upon some, while other townships would be made quite self-supporting, and for reasons such as these: Some lands were more valuable than others, because of their fertility or their location near commercial centers. In some townships the school sections were valueless, being located in swamps or lying under water, while in other townships these sections had already been pre-empted, and, therefore, were not available for

school purposes. The wise conclusion of the convention is incorporated in Article VIII, Sec. 2, of the State Constitution, in which the public school lands are to be administered by the state for the scholars of the state, to be sold at public sale and not more than one-third in two years, one-third in five years, and one-third in ten years, the most valuable lands to be sold first; and that the principal shall constitute an inviolate permanent fund, the income from which shall be distributed according to the number of scholars between the ages of five and twenty-one years.

This conservative spirit of the convention was expressed in subsequent legislation (1866), prohibiting the sale of school lands for less than five dollars an acre; and in 1875 by amendment to the constitution providing for the safe investment of school funds in bonds of the State of Minnesota and of the United States. In 1896 an additional amendment provided for the investment of school funds in bonds of counties, school districts, cities, towns and villages of the state to a very limited amount under the direction and with the approval of a designated board of commissioners.

The history of the common school fund of Minnesota bears a most honorable testimony to the business sagacity and the conscientious faith-

fulness of the officers of the state who have been charged with its administration. The table appended shows the increase of this fund by five-year intervals to the present, when it amounts to \$14,316,389.

STATE AID TO EDUCATION.

A vital principle in public education was involved in this act of the constitutional convention, which extended far beyond the mere method of administering public funds, namely this: Shall the children be treated as wards of the township and county, or shall they be recognized as the wards of the state? And, shall responsibility for their education be left with the township, or with the state?

In deciding that national grants were given to the state for the children of the state, the convention impliedly affirmed that the state must assume its share of responsibility, not only in requiring townships to support their schools, but also in contributing to the support of the schools over which they have control.

This principle was long in receiving substantial recognition in state financial support of the common schools. The county two and a half mill tax, which had been levied and apportioned by counties "in proportion to persons between

4 and 21 years of age" had been changed in 1877 to what was substantially a compulsory district one mill tax; and yet by some this was called a state mill tax.

In his report to the legislature of 1879 State Superintendent Burt exposed the fallacy of this view, and urged with great force the reasonableness and importance of state support for common schools. But it was not till 1887 that upon the re-presentation of the pressing importance of this matter by State Superintendent Kiehle, the principle was recognized, and a state one mill tax was levied for the support of common schools.

A second principle established by the constitutional convention was involved in the question whether the distribution to townships should be made according to school population or to scholars. It was decided for the latter, that "the income arising from the lease or sale of said school lands shall be distributed to the different townships throughout the state in proportion to the number of scholars between the ages of five and twenty-one years." This involved the next question, Who are "scholars?" And this was finally decided by the legislature of 1887, that in view of the fact that the word "persons" was rejected by the framers of the constitution, and the word

"scholars" inserted, the word must be taken in its literal, restrictive sense, and not as synonymous with either "persons," "children," or "youth." In other words, "scholars" are those who attend school, and consequently, the distribution of public school moneys shall be for their benefit and for no others. This decision took form in the present statute of 1887, which distributes the national and state school apportionment "in proportion to the number of scholars between the ages of five and twenty-one years who have been enrolled and have been in attendance forty days in the public schools." It was also provided in this same statute (1887) that the schools should be held for not less than five months each year.

Considering that the early settlers of the state were of various sorts and conditions, from many different states of the Union, and different countries of Europe, generally in straitened circumstances and struggling for a livelihood, we cannot wonder that it was quite impossible for the few public spirited to dispose the rural population to great sacrifice for the education of their children. Hence the support and encouragement given by the General Government was a necessity in the early organization of our school system.

STATE AID FOR SPECIAL RURAL AND SEMI-
GRADED SCHOOLS.

As we have noted the beginning of state aid to common schools, it seems best to complete the history of this movement of state aid down to the present, and show how large a place it has had in promoting education in the rural districts.

The next step in progress was to offer special aid to districts affording additional advantages for the education of their children in long terms, better prepared teachers and better equipped school buildings. These schools, according to their advancement, were classified as rural, semi-graded, graded schools and state high schools. These schools are placed under special supervision, and are afforded aid ranging from one hundred twenty-five to fifteen hundred dollars each. (For fuller details see Part II.)

This generous aid of the state has proven a marvelous stimulus to education. The amounts given have encouraged districts to make corresponding expenditures in schoolhouses and equipment, and instead of making the people dependent upon the state they have grown ambitious to do more for themselves.

And still more has the state done for the improvement of the common schools.

LIBRARIES.

In the year 1885 the legislature passed the library law, which provided that districts which make suitable provision for the care of their libraries, and make purchases of books from the authorized list shall receive one-half the amount expended up to ten dollars for the first statement, and five dollars for each subsequent statement—these statements being made annually. In 1895 this allowance was doubled.

By the aid of this appropriation rural and village schools, many of which had no books but their ordinary text books, have been supplied with the world's choicest literature, in books of biography, travel, geography and history, which make school life and study one of delight and intellectual growth.

STATE SUPERVISION OF EDUCATION.

Competent supervision is essential to the development of any system of education, and equally essential to its efficient conduct. The superintendent represents in his character and ideals the maturest results of experience as they find expression in the best public sentiment of the times.

The State of Minnesota was led in the building up of its educational system by a man who brought with him the classical culture of the east, and a broad view of the moral and intellectual demands of an American civilization. Edward D. Neill was the first territorial superintendent, the first chancellor of the University of Minnesota, and the first State Superintendent of Public Instruction, in which he served from April 1, 1860 to May 1, 1861. In his first report (1860) he makes the following recommendations:

1. Provision should be made for county superintendents of schools. The township plan of supervision had proven utterly inadequate.

2. The civil township should be made the unit of district organization.

It is noticeable that having adhered to the neighborhood plan of small districts, we are now trying to remedy the evils of small districts, by some plan of combining districts and transporting pupils.

3. The school fund should be distributed according to scholars in attendance and not according to a census of persons of school age.

This recommendation was adopted some twenty-five years later.

4. A uniform series of text books should be provided for the state.

5. Districts should be aided in obtaining school libraries at wholesale rates.

Following Dr. Neill, B. F. Crary was appointed, and served from May 1, 1861, to Jan. 1, 1862. At that session the legislature abolished the office, and assigned its duties to the Secretary of State. Under this law David Blakely and H. C. Rogers served until April 1, 1867, at which time the office was re-established and Mark H. Dunnell was appointed, and served under his re-appointment till his resignation, Aug. 1, 1870.

Mr. Dunnell immediately undertook the more complete organization of schools by a revision of school registers and the preparation of a complete set of blanks for the use of teachers and school officers. He appointed and held meetings with school superintendents, which greatly increased popular interest in education. He organized teachers' institutes for the rural school teachers, and by his personal attention to them and his popular addresses made them powerful for good.

The resignation of Mr. Dunnell was followed by the appointment of Horace B. Wilson who served till the expiration of his third term, April 1875. Mr. Wilson brought to the office the schol-

arship of a professor of mathematics and the practical experience of a county superintendent of schools. His service to the state was felt in the enlarged powers and increased duties of his office conferred by the legislature upon his recommendation. Mr. Wilson made five reports which are of permanent value for the able discussions they contain of the leading topics of school administration.

David Burt succeeded to the office April 5, 1875, and continued until his resignation Sept. 1, 1881, a few weeks before his decease, which occurred Sept. 24, 1881.

Mr. Burt came to the office from the county superintendency, and for over five years diligently fostered every department of the educational system. He was a man of penetrating and clear intelligence, able to compass the whole system in its purpose and plan, and equally able to appreciate all details in applications of principles. He urged and secured the enactment of the law appropriating school funds according to the number of scholars attending school. He made a vigorous but unsuccessful opposition to what has been known as the state text book law, which provided for the selection of a series of books and a fifteen year contract for their supply to the schools of the state. The reports of Superin-

tendent Burt contain much valuable material, the result of careful research and arrangement.

Succeeding Superintendent Burt came David L. Kiehle, the principal of the state Normal School at St. Cloud and previously county superintendent of schools. He served in seven successive terms from Sept. 1, 1881, to Sept. 1, 1893. It was his fortune to assume the duties of the office just as the state was maturing into social and financial power, and prepared to continue the organization so well established in previous administrations. Taking the work as it came to him, the following are the more important measures adopted as parts of the school system during his administration:

1. The more complete organization of institute instruction by which, with an increase of the state appropriation from \$3,000 to \$7,000, and a special conductor provided by each of the normal schools, each county of the State has been provided with an institute annually.
2. A State tax of one mill has been established, which increases the school fund annually appropriated to about \$1,000,000.
3. A public school library fund was established which provides (1) for the selection of a choice list of books by special commission consisting of the State Superintendent of Public In-

struction and the presidents of the four State normal schools; (2) a payment by the State, up to \$20, of one-half of the first order for books selected by a district, up to \$10 of one-half of the second order, and up to \$5 of one-half of any subsequent order, and (3) an annual appropriation of \$10,000 to meet the requirements of the law.

4. A system of summer training schools of four weeks each with a present annual appropriation of \$20,000.

5. The reorganization of the State high school system and the appointment of a high school inspector as explained elsewhere, by which free secondary tuition is now provided in 141 State high schools, preparatory to the university and the professional schools.

6. As regent of the university he formulated the plan for the School of Agriculture, which has developed to its present proportions on lines then laid out.

Upon the resignation of Superintendent Kiehle, William W. Pendergast, former assistant Superintendent of Public Instruction, and at this time principal of the School of Agriculture, was appointed and continued in service till January 1, 1899. Superintendent Pendergast brought to the office the mature experience

of a teacher, a county superintendent and an officer of the department, and discharged the duties of the office with efficiency and wisdom.

From January 1, 1899 to January 1, 1901, John H. Lewis was appointed and discharged the duties of the office. A teacher and city superintendent of schools of long experience, Superintendent Lewis administered the office with marked energy and success. Upon his recommendation the present system of state examination of teachers was established by statute, and put into successful operation, and the entire system given a new impulse.

Upon the completion of Superintendent Lewis's term, John W. Olsen was appointed and has now entered upon his second term of service. His record as a successful county superintendent of schools has commended him to the confidence of the public, and is the guarantee of a faithful administration.

COUNTY SUPERVISION.

By the statute of 1851 the trustees were required to examine and license teachers before employing them to teach in the schools.

By the statute of 1862 the county commissioners were required to appoint one man in each commissioner district to visit the schools, and

to examine and license teachers. The same law provided that in their discretion they might appoint one man for the whole county to discharge these duties.

In 1877 the law was amended, making the office elective, and that for all counties. It also fixed the minimum salary at ten dollars for each district superintended. The law has from time to time been amended to provide for assistance, printing and office expenses.

The history of this office has been one of unrest and dissatisfaction on the part of the superintendents, because of the heavy responsibilities laid upon them, and the slow progress which the rural schools are making in introducing the better conditions of school architecture, support of teachers, and grading of the schools.

FOR THE IMPROVEMENT OF TEACHERS.

But the aid afforded by the state in the improvement of the common schools is by no means exhausted with the payment of salaries and furnishing libraries. It has given generously for the improvement of teachers themselves.

Beginning with the present law (1867) re-establishing the state superintendency of schools, provision was made for a system of state institutes under the direction of Superintendent

Mark H. Dunnell, with an appropriation of \$3,000. By the aid of this fund teachers have annually been called together in the counties of the state and instructed in whatever seemed helpful in the organization and instruction of their schools.

The early stage of this work was in short institutes of a few days, and generally extended to a week. In 1891 the appropriation was increased to \$12,000, in order to provide for summer schools for teachers in which more systematic academic and professional instruction should be given for a longer term of not less than four weeks. During the first season fourteen schools were held, with an aggregate enrollment of 1210. The second season (1892) the university summer school for both elementary and advanced work, and for the improvement of teachers in both graded and high schools was opened and has been continued to the present.

In 1901 the term of the school was increased to six weeks. The first enrollment of this school was 741, and has steadily increased to 1107 in 1902. The annual appropriation for institutes and summer schools has been increased to \$27,000.

NORMAL SCHOOLS.

But the crowning support of the state for the

improvement of its common schools has been in the recognition of teaching as a profession, and in requiring the special training of teachers. The normal schools were the result of this movement. For nearly a century, Europe—especially Germany—had been wrestling with the problem of education for the people. From the humiliating defeat of Prussia by Napoleon, and the Peace of Tilsit (1807), this problem of systematic education of the people has been the leading. In this country the general conception of the common school has been that it is where the three R's are mastered by the perfunctory drill and discipline of the school master.

The revival of common school education dates from the services of Horace Mann, who, as Secretary of the Board of Education of Massachusetts (1837) gave his splendid talent and great enthusiasm to the improvement of the schools of the people. The period from 1830 to 1870 may be considered the revival period of popular education. Although the common school had been planted, and the principle acknowledged, the real interest even in common schools had positively declined. It is one thing to recognize in reason a principle or doctrine, but quite a different thing to incorporate it into the life and habits of a people. It was so in the organization

of our government, and was equally true of our school system. This lethargy concerning public schools was not because of indifference to education, and does not signify that there were no good schools. On the contrary, the colleges and academies had increased in number and efficiency. In every town select schools, seminaries and academies were taught by young men graduated from the colleges. The result was that the better class of families were separated in their common associations and interests from the common people.

Yet the schools and colleges of higher education furnished the very men of broad vision and democratic spirit who become the wise friends and champions of popular education. They caught the idea from Germany, and under the leadership of men like Rev. Charles Brooks of Massachusetts, Horace Mann and Edmund Dwight, and with the moral support of statesmen, as Daniel Webster and John Quincy Adams, the normal schools were established in Massachusetts. The following views adopted in resolutions at a convention in 1838 represent the attitude of these reformers in education.

1. The deplorably low condition of the public schools.

2. The necessity of immediate and radical reforms.

3. The inauguration of normal schools after the Prussian type would reform and vitalize the whole system of education in the state.

In 1839 the first normal school in America was opened at Lexington, Mass.

During forty years this most essential adjunct to our common school system has been establishing itself in the confidence of the public, and in perfecting its methods in the preparation of teachers.

To Winona belongs the honor of giving first expression in Minnesota to this new movement for the improvement of our schools. In 1858 Dr. John D. Ford, through the legislative delegation from Winona County secured the passage of the bill establishing three normal schools, at Winona, Mankato and St. Cloud. Through the generous donations of its citizens the first normal school was opened in the city of Winona on the first Monday in September, 1860, with Professor John Ogden of Columbus, Ohio as its Principal. "To the credit of this normal board and its secretary, Dr. Ford, it may be said that the first state tax for school purposes was authorized and levied upon their urgent recommendation." In 1861 Professor Ogden resigned the

principalship for the purpose of joining the Union army. After another term, owing to the disturbed condition of the country, the school was suspended to be re-opened in 1864 under the principalship of Professor William F. Phelps, of New York, and recently of the State normal school of New Jersey. The educational center at which the normal idea was most effectually focalized was the Oswego normal school, New York, under the presidency and direction of Dr. E. A. Sheldon. From there it radiated east and west, and was represented in Minnesota by Principal Phelps in the reorganization of the state normal school at Winona. Here, with an enthusiasm that made no compromise with traditional conservatism, he advocated the Pestalozzian idea, and introduced the teachers from Oswego that fixed permanently the standard of normal instruction in that school, and, following it, of every other normal school of the state. The first appropriation was for \$3000 the first year, \$4000 for the second, and \$5000 annually thereafter. The second school was opened in Mankato in October, 1868; the third in St. Cloud in September 1869. The fourth was opened in Moorhead in September 1888, and the fifth in Duluth in September 1902. These centers of training for teachers have had a continuous growth, and have

exerted a powerful influence in the education of the state. For years they had to meet the opposition of conservatism and ignorance, just as they did in Massachusetts. Within a year after the opening of the Lexington normal school the Committee of Education was directed by the legislature "to consider the expediency of abolishing the board of education and the normal schools, and to report by bill or otherwise." That committee reported submitting a bill abolishing the Board of Education and the state normal schools; but by the influence and labors of Horace Mann and his associates, the bill was lost by a vote of 245 to 182. So in Minnesota, at every session of the legislature opposition arose until in 1876 the special appropriation was refused, and the schools were left to do the best they could on the annual appropriation of \$5000. That was the legislature in which it was proposed, in a spirit of some seriousness and of greater ridicule, that the normal schools should be turned into inebriate asylums. From that day to the present these schools have received the generous support of the state, and their instruction is thoroughly established in the confidence of the public. The appended tables show the amount appropriated for the support of these schools in their sev-

eral interests, and also their enrollment and graduations.

QUALIFICATIONS OF TEACHERS.

The organization of any institution or system is only complete in providing for efficient service. Having furnished opportunities for a preparation to teach, the state has improved the means by which the public is able to make reasonable discrimination in the selection of teachers for their schools. The plan in its present form was recommended by State Superintendent John H. Lewis and enacted by the legislature of 1899. Its main features are these:

1. All Examinations are held on the same days in the several counties of the state under the supervision of the respective county superintendents, upon questions prepared by the state department of public instruction, and under instructions fixed by that department.

2. All papers are forwarded to the state department, and are passed upon by a corps of examiners.

3. Certificates are graded as follows: First grade, good for five years, and Second grade, good for two years. These are issued only to persons who have satisfactory academic and professional preparation. Certificates of the first

grade are valid in any county of the state; and those of the second grade are valid in the county in which the examination is held, and in any other county upon the endorsement of its county superintendent. The law also provides for local Third grade certificates, good for a single year in a given district. The statute of 1885 provides that the diplomas of the State normal schools shall be valid as certificates of the first grade for two years, and that upon satisfactory evidence of success in teaching as evidenced by the endorsement of the Superintendent of Public Instruction and the president of the normal school issuing the diploma, that of the Elementary course shall be valid as a state certificate for five years, and that of the Advanced course shall be a permanent certificate of qualification. This survey of our common school system, including the appended tables, completes the financial and educational history of this first part of the entire system.

CHAPTER III.

HIGHER EDUCATION.

We now come to the history of secondary and higher education as embodied in our state university and high schools. Inasmuch as a history of education is far more than a record of material resources in lands, money and buildings, that we may take a just measure of our educational progress, we must take a general survey of the past that will help to interpret the present. We are a part of the world's history and progress, and our own must be measured by the degree in which we incorporate the best of the past in our institutional life, keeping abreast of the times in the forward movement toward the ideals of the future. For our purpose, this history involves two phases. The first is, education for the people—the masses to whom the matter of sustenance is the all-absorbing one. The second is the education of the higher classes, representing blood, wealth and political position. To these, sustenance has been assured in their inheritances, and education has been for the utilization and enjoyment of life in various degrees from merest

animalism up to the highest activities of intellectual and moral natures. Schools—a word from the Latin *schola*, meaning leisure—were anciently for those who were free to give time to study. A liberal education was for freemen—liberal being kindred to liberty—and not for peasants, laborers and slaves. These from the days of Athens have furnished the aristocracy of learning and authority. When “aristocracy” was taken in its exact meaning, it included the best of society, who, by their inherited authority, by their wisdom and intelligence, by their philanthropy and beneficence, have governed, guided and protected the people in paternalistic spirit. For this governing, intellectual citizenship, education was for culture, intellectual and esthetic. Its aim was to interpret the life of man in the universe of nature—what its worthiest ideals, and how to live it. The attitude of the higher classes being paternalistic, the schools of the people were regarded as charities, supported by the voluntary gifts and service of wealth and culture. As society became democratic, and the people came into possession of wealth and political power their schools have risen in social rank. Yet so persistent is this class distinction, that in as democratic and free a nation as England, the middle and aristocratic classes avoid the public

schools; and in our own country, until the revival of education, to which we have already alluded, the common schools were treated in a spirit of charity, and ignored by many of the higher classes in favor of private schools, seminaries and academies. This principle, then, has prevailed, that when the people govern and support their own schools they assume the social dignity and rank of free people. In the transition of the public schools from schools of charity to free schools, the people have asserted their right, and have undertaken to solve the problem of life for the people—not how to sustain mere animal existence, and not merely to improve their condition within the limitations of social and intellectual servility, but to determine the rights, privileges and opportunities of men as human beings under the broad canopy of the Divine Fatherhood, and on the broad plane of human brotherhood, and to determine what knowledge they may rightfully claim of nature's laws and resources for the increase of their comforts and to make the homes of their children beautiful and happy. This is the revolutionary idea of popular education as against all class education. And that it was revolutionary was foreseen in England, when, in 1807, "The Poor Bill" was under discussion. This bill—significantly named—was for a charitable improve-

ment of the intelligence of the laboring classes. "Mr. Davies Giddy opposing said: 'Giving education to the laboring classes would be prejudicial to their morals and happiness. It would teach them to despise their lot in life. Instead of making them good servants in agriculture and the like, to which society had destined them, they would be factious and refractory, they would read seditious pamphlets, vicious books and publications against Christianity and become insolent to superiors.'" (De Montmorency's State Intervention in English Education, p. 222.)

As the people came into possession of institutions of higher education they enlarged its scope to include the utilization of intelligence and material resources in gaining the means whereby to live; and this, not as an end, but as essential and preparatory to a higher type of living. What the higher classes had by inheritance as a basis of culture the people have had to gain by labor and skill before they could enter upon the higher life of leisurely study for culture and philosophic ease. In the development of elementary education we have passed out of the era of charity into that of free schools for a free people, and no American citizen loses caste or advantage in having been educated in them. The history of state universities is a history of a democratic move-

ment in which the people control the organization of higher education in their own interests. This history has three phases: (1.) The financial support provided by the people; (2.) The adaptation of the curriculum to the needs of the people; and (3.) The articulation of higher education with elementary education in the development of high schools of secondary education. And this will give us the order of our treatment.

FINANCIAL HISTORY OF THE STATE UNIVERSITY.

We recognize at the outset that the great men of our republic, who laid the foundations of our government, and outlined with quite prophetic vision the order of our western civilization, made generous provision for the education of the people. In 1851 upon recommendation of Governor Ramsey, the legislature memorialized congress for a grant of 100,000 acres of public lands for the endowment of a university. The same year Congress appropriated two townships (46,080 acres) for the support of a university in the territory of Minnesota. Next, in the act of Congress (Feb. 26, 1857) authorizing a state government, it was provided "that seventy-two sections of land shall be set apart and reserved for the use and support of a state university."

This was construed by the regents of the university as an additional grant to the state, and not a mere confirmation of the former territorial grant. However the Commissioner of the General Land Office refused to take this view, and after repeated presentations of their claim by the regents, the matter was finally settled by a congressional grant (July 8, 1870) "to the full amount of seventy-two sections mentioned in the act of Congress approved Feb. 26, 1857." Of the territorial grant, 36,560 acres had been selected, so making the total land grant to the state university 82,640 acres. (U. S. Land Laws. Public Domain.)

The history of the university, from the date of its establishment by the territorial legislature (Feb. 1851) to that of its reorganization under its present charter of (Feb. 18, 1868) is one of continuous struggle against adverse circumstances, a premature organization under the stress of a frontier enthusiasm and hopefulness, which resulted in financial embarrassment, and the suspension of the educational department.

The first building was erected in Minneapolis on a site donated by Franklin Steele, and located near Central Avenue, and what is known as the Exposition building. This was a two story frame structure, 50 by 30 feet, and costing \$2500.

With two rooms finished, a private school was opened by Rev. E. W. Merrill, to whom the regents gave the use of the building. Beginning with 25 students, it increased to 65. "In 1854 the building was transferred to other hands in a compromise regarding the title, which proved defective." Mr. Merrill was appointed Superintendent of Public Instruction, and the school was closed. The site of the present campus was located in 1854 by the purchase of 27 acres at a cost of \$6,000. Private contributions were made to the amount of \$1000, and the remainder secured by mortgage with interest at twelve per cent. In 1856 the legislature authorized the regents to issue bonds "to an amount not exceeding the sum of \$15,000 with interest thereon not exceeding twelve per cent per annum, of said sum \$5,000 to be applied in liquidation of a debt incurred in the purchase of a site for said university, and \$10,000 to be expended under the direction of the board of regents in erecting suitable buildings for the same"; these bonds to be secured by mortgage on "any lands now belonging or which may hereafter belong to the said university." The regents with \$10,000 in hand, by a bare majority vote, adopted plans for a fine four story building 277 feet in length, and let the contract for the erection of one wing—now the

rear part of the present "Main building"— for the sum of \$49,000. The financial crisis of 1857 proved fatal to this venture. To save what they had the legislature extended the authority of the regents to issue bonds for \$40,000 in addition, to be likewise secured by mortgage on the lands of the university. In 1850 the building was completed at a cost of \$65,000. For eight years it remained unused, and nothing seemed to prosper excepting the interest on the debt, a part of which was at twenty per cent.

In 1858 Rev. E. D. Neill was elected Chancellor, and the next year he was made Superintendent of Public Instruction ex-officio, from which position he resigned in 1861 to enter the army

Edward D. Neill was born in Philadelphia, August 9, 1823. He was graduated at Amherst in 1842, completed a theological course at Andover and was ordained to the ministry of the Presbyterian Church. He removed to St. Paul in April, 1849, and became immediately identified with the educational interests of Minnesota. He was at once made a trustee of the schools of St. Paul, and was one of the organizers of the State Historical Society. In 1851 he was appointed the first territorial superintendent of public instruction. In 1853 he secured a charter for the Baldwin School, St. Paul, and in 1855 took a leading part in preparing the charter of the board of education of St. Paul. In 1858 he was elected Chancellor of the State University, and secured the charter of 1860. He was made State Superintendent of Public Instruction in 1860, from which he resigned in 1861 and entered the army as Chaplain of the First Minnesota Regiment of Infantry. In 1864 he was ap-

By act of legislature, approved Feb. 14, 1860, the university was reorganized. Under this act the board of regents was made to consist of the "Governor, Lieutenant Governor, Chancellor of the University and five electors of the state, appointed by the Governor, by and with the advice and consent of the Senate." It also provided for a "department for the training of teachers for the common schools of the state."

In their report to the Governor, dated Dec. 1, 1860, the regents made the following statement of the indebtedness of the university in amounts due:

Site	\$4,833.34
Building	19,130.69
Bonds, ...	59,511.70
J. G. Riheldaffer, ...	117.70
Isaac Atwater (probably) ...	1,913.66
Accumulated interest, ...	8,000.00
Total, - - -	\$93,506.66

pointed special secretary of President Lincoln, and later, appointed consul to Dublin, Ireland, by President Grant. Upon his return, and during the remainder of his life, he gave his services chiefly to historical research and to education in connection with the foundation of Macalester College, established by his friend Charles Macalester, of Philadelphia.

His History of Minnesota, which appeared in five successive editions, is the only one of original research and authority for this state.

The regents farther reported that they were without resources for the liquidation of this indebtedness, and recommended that authority be given the board of regents to alienate sufficient of the lands of the territorial university to liquidate the indebtedness. Governor Ramsey, in his message to the legislature of 1861, approved this view of the regents, and recommended that the necessary legislation be enacted.

By act of legislature, approved Mar. 8, 1862, the regents were "authorized and empowered in their discretion to arrange, compromise or liquidate any existing indebtedness," and "to grant, bargain or sell and convey to the holder or holders of any such indebtedness, upon such terms as shall be agreed upon, any or all the lands heretofore granted or reserved by Congress for the use and support of a state or territorial university." This act is explicit in providing "that nothing in this act shall be construed as an admission on the part of the state, of the validity of the bonds and mortgages, executed by the Board of Regents of the late territorial university, or any obligation existing on the part of the state

Dr. Neill was a man of forceful character, broad scholarship and public spirit. No man figured more prominently in the early history of education in Minnesota. He died at his home in St. Paul, September 26, 1893.

to pay the said liabilities." The same provision is made to apply to any notes executed pursuant to any vote or resolution of said Regents, "but said Regents of the University of Minnesota are hereby fully authorized and empowered, in their discretion to compromise and adjust any indebtedness arising upon said notes, or to contest and resist payment of the same as they may be advised, or shall deem most conducive to the interests of the state, or of said university."

This was amended by an act approved March 4, 1864, in which a new board of Regents was named, to wit, O. C. Merriman and John S. Pillsbury of Minneapolis, and John Nichols of St. Paul, for a term of two years. Each was required to give bonds in the sum of \$25,000. The specific duties of the board were to adjust the indebtedness already referred to; and for this purpose they were authorized to make sales of not to exceed 12,000 acres of the lands donated by the United States for university purposes.

To the financial ability and the disinterested services of the three men who constituted this new board the state is indebted for the removal of the incubus of that great debt. Such services are so dependent upon quiet shrewdness, and upon personal influence that never comes to light, that no record can be made of the details of their

labors. Suffice it to say, that as men prominent in affairs of politics and business, men held in highest esteem by their fellow citizens of the cities and the state in which they lived, and highly appreciative of the higher educational interests of the state, they gave the best they had in time and labor to the adjustment of these vexing claims. This special mention of the names of Mr. Merriman and Mr. Nichols, associated with Mr. Pillsbury in this important service, is the more appropriate by reason of the fact that the continued service of Mr. Pillsbury in the interest of the university from that day to the day of his decease (1901) has made him so renowned as the "Father of the University," that we are in danger of forgetting that in his earliest service, and at a time when prospects were darkest, these two men—Mr. Merriman and Mr. Nichols—stood with him, and divided with him the labor of extricating the university from its impending peril. In the day of our university's greatest prosperity, let the names of these three men be mentioned together as its financial saviors in the darkest day of its history. In a word, the indebtedness was finally cancelled with the proceeds of 15,000 acres, and so leaving some 30,000 acres of selected lands of the territorial grant in the possession of the university.

We are now at the threshold of a new era of substantial prosperity and development for the university.

JOHN S. PILLSBURY,

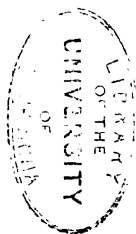
Regent of the University.

At this point it is fitting that we note, once for all, that this coming history of the university cannot be written without making it likewise a history of Regent John S. Pillsbury. From 1863, the date of his first appointment as regent, he continued in that relation to the time of his decease. As private citizen, as State Senator, and as Governor (1877-'82), for thirty-eight long

John Sargent Pillsbury was born in Sutton, New Hampshire, July 29, 1828. His school life was limited to the schools of his native village. Leaving school at sixteen he began the trade of a painter, but soon changed to that of a salesman, and at twenty-one became a partner in business. Removing to Concord after two years, he engaged in business four years, and in 1855 started westward and located at St. Anthony of this state. Here he continued in the hardware business with the fortunes that attended the panic of 1857 and a severe loss by fire without insurance. As a man of business he regained all losses, and by diligence, integrity and business sagacity accumulated a goodly fortune from which he drew largely in public and private beneficences. Notable among these are the erection of a public library for his native village, a public library for East Minneapolis, a boarding home for young women for Minneapolis, named for his wife, The Mahala Fisk Pillsbury Home, and to the State University, its biological science hall.



JOHN S. PILLSBURY



years the university was his constant care. His financial ability was given to the management and increase of its revenues, in the selection of its public lands, and in the expenditure of its funds, from the purchase of the agricultural farm and the erection of buildings down to auditing the individual bills for current expenses. Whenever the university needed his credit, or an advance of his money to meet an exigency, without ostentation, he freely advanced it. Whenever a friend of the university, or a member of the faculty, or an undergraduate student wished to consult him upon any matter that related to education in the university, his house was open and a welcome given. For the university he lived: he endured detraction in the most troublous times—and that is when calumniators are most active—he sacrificed leisure and comfort, and gave as a memento of his enduring interest one of the impos-

In 1863 Mr. Pillsbury was made a regent of the University, in which position he was continued during his lifetime. In 1863 he was elected State Senator from Hennepin county, and was re-elected for the four succeeding terms. In 1875 he was elected Governor of the state, and was re-elected for the two succeeding terms, closing his career as Governor, January 10, 1882.

During the last years of his life his time was given to a general oversight of his private business and benevolences, but chiefly and laboriously to the upbuilding of the State University. His decease occurred October 18, 1901.

ing halls that adorns the campus, and now bears his name. And, finally, those who have received from him, and have loved to honor him, have erected their own testimonial to his memory in the statue of bronze that stands upon and adorns the campus that it may bring to our memories the features that express the nobility of his character and the beneficence of his service to the university and to the State.

THE BEGINNINGS OF UNIVERSITY LIFE.

In his message to the second legislature (1851) Governor Ramsey recommended that a university be established; and by act approved Feb. 13, 1851, the University of Minnesota was established. The important provisions of this act were: (1) That a board of twelve regents be elected by the legislature for a term of six years. (2) That the university be located at or near the Falls of St. Anthony. (3) That the regents shall have control of all funds appropriated for the erection of buildings and other necessary equipment of the university, and also of all lands granted by Congress for the maintenance of higher education.

The first board of regents consisted of Isaac Atwater, J. B. Thurber, William R. Marshall, B. B. Meeker, Socrates Nelson, Henry M. Rice,

Alexander Ramsey, Henry H. Sibley, C. K. Smith, Franklin Steele, N. C. D. Taylor, and Abram Van Vorhees. Edward D. Neill was elected Chancellor, and became ex-officio Territorial Superintendent of Public Instruction.

The succeeding years were years of struggle with the financial conditions of the university as has been already noted, so that until the settlement of these difficulties in the payment of debts and in the increase of the government grants of 1862, and the added university grant of 1870, the university was practically without an educational history. With the encouragement of freedom from debt, with the general prosperity of the state, and with a state appropriation of \$15,000—the first one by the state for the university—for repairs and furnishings for the building, a preparatory department was opened in October 1867—W. W. Washburn, Principal, and Gabriel Campbell and Ira Moore assistants. The report of the principal for the second year (1868) shows a faculty of five and an attendance of 100.

THE PRESIDENCY OF WILLIAM W. FOLWELL.

In 1869, Colonel Wm. W. Folwell was elected to the presidency of the university. This year began with a faculty of nine, an enrollment of 217 in the preparatory department and a freshmen

class of thirteen, of whom two were graduated in 1873 with the B.A. degree.

The administration of President Folwell continued from 1869 to 1883, and as acting president to June 1884—a term of fifteen years. In its academic history, this corresponds to the financial history of the university,—a period of ferment and experiment, all tending toward permanent organization.

The general lack of preparatory schools made the instruction of the university largely preparatory in three classes below the freshman year. The small collegiate enrollment and the poverty of the state required that professors teach in several lines at the same time, as that French was taught by the professor of chemistry, in addition to geology, mineralogy, botany and physiology. The curriculum was mainly the traditional one of classical colleges, Greek, Latin, mathematics and philosophy, history and the natural sciences holding a subordinate rank.

The educational problems of those days were quite as pressing as those of the present, and in some cases occasioned personal feelings and antagonisms similar to those of the financial world. First, the question of co-education came up at the opening of the university under Principal Washburn. College traditions had always limited

the privileges of higher education to men; and this view was represented by the new faculty in opposing the admission of women as students in the university. The regents were more responsive to the growing popular sentiment, and, overruling the judgment of the faculty, decided in favor of admitting women on equal footing with men. The second stage of progress came under the administration of President Folwell, the articulation of the industrial sciences and departments with the college of science, literature and the arts. The Charter had provided for the establishing of "five or more colleges or departments, that is to say, a department of elementary instruction, a college of science, literature and the arts, a college of agriculture and the mechanic arts, including military tactics, a college or department of law and also a college or department of medicine."

The land grant already considered applied particularly to the college of science, literature and the arts. For a "college of agriculture, including military tactics" a grant was made by Congress in 1862. To this we shall refer later. At present, we note that in the planning for the future the regents recognized the enlarging scope of education as demanded by our developing industrial civilization. A third problem was recog-

nized by President Folwell, and deserves this special notice, because the educational world, after thirty years, is coming to realize its importance. Hitherto, higher education had been for general culture, and of the classic and philosophic type. Now that higher education is to serve the industries, and that the skill and intelligence required in their pursuit demands long and special study in preparation, shall students be required to complete the four years collegiate course before regularly entering upon their professional preparation? President Folwell, in his inaugural address (Dec. 22, 1869) outlined a plan by which the collegiate and disciplinary work should conclude with the sophomore year, and that higher graduate and professional work begin with the junior year. This plan assumed that in the preparatory classes of the university, and ultimately of the secondary schools, the necessary instruction should be given that would make these two collegiate years of high grade, and would also make the third year the beginning of such elective studies as pertain directly to the prospective industrial and professional callings of students. This scheme was adopted by the regents and continued in a tentative manner through the administration of President Folwell, but was finally abandoned at the beginning of the following ad-

ministration. Its suspension was due to the lack of good preparatory schools, in being quite opposed to the traditional collegiate organization, and not generally approved in the faculty of the university. We had imposed the university name upon collegiate instruction without introducing university methods. President Folwell proposed to shorten collegiate instruction, which is academic and disciplinary, in the interest of strictly university and professional study, to begin with what we know as the junior year. That he anticipated a genuine demand of American education, appears in this, that just now our great universities, as Harvard and Columbia and Chicago, have under consideration the shortening of the academic course in this professional interest.

THE PRESIDENCY OF CYRUS NORTHROP.

The administration of President Northrop opened in 1884, and has been continuous to the present time. It may be justly named the era of expansion. The lines of development had become defined. The personal antagonisms that arose from financial embarrassments and personal differences as to educational policy had disappeared. The state had become populous and wealthy, the system of preparatory instruction in high schools had become well developed, and the

land grant endowment had become large and productive. The people felt strong and aspiring, and the regents sought the man who with a broad vision could comprehend the situation, could harmonize the active forces and give freedom of growth to each as the times demanded. Such a man they found in Cyrus Northrop of New Haven. Under his wise administration the university has won the entire confidence of the public, has received the generous support of the legislature in greatly increased appropriations, and an increase in students in every department, from 310 in 1884, of whom a large part were in the preparatory department, to over 3500 in all departments at the present time. During this time the several departments contemplated in the charter have been organized and developed. The accompanying tables will show the dates of organization and the annual enrollment.

THE SUPPORT OF THE UNIVERSITY

consists of (1) Income from U. S. land grants; (2) Government money appropriations; (3) The $\frac{23}{100}$ state mill tax; (4) Tuitions in the law and medical departments; and (5) Registration fees in the academic departments.

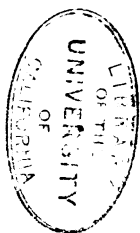
I. The U. S. land grants consist of the University grant which we have considered, and the



WILLIAM W. FOLWELL



CYRUS NORTHROP



Agricultural land grant of 1862, appropriating 120,000 acres for the benefit of agriculture and the mechanic arts. As we shall later refer to this grant and its history, it is sufficient to say that by act of legislature approved Feb. 18, 1868, the two grants were merged, and the fund accruing from the sale of the lands is now known as the Permanent University Fund. For the farther encouragment of education in agriculture and the mechanic arts Congress, by act approved Aug. 3, 1890, made a standing appropriation for this and other states of \$15,000 the first year, with an increase of \$1000 each succeeding year until it should reach the sum of \$25,000, at which sum it should remain permanent.

2. The appropriations by the state have been for buildings, equipment and current expenses. For the latter a standing appropriation of $\frac{15}{100}$ of a mill was voted in 1893, increased to $\frac{20}{100}$ in 1895 and to $\frac{23}{100}$ in 1897, upon the assessed valuation of the property of the state.

The table accompanying this narrative gives the aggregate amounts received from all sources for its support as reported by the State Auditor.

BUILDINGS.

In 1884 there was but one of the present group of buildings on the campus—the Main building.

Since that time 19 new buildings have been added to the campus and 18 to the campus of the School of Agriculture and Experiment Station. The aggregate expenditure of the state for all buildings has been \$1,450,642. .

INDUSTRIAL EDUCATION.

We have already observed that a history of education is more than a record of the increase of its material resources in funds and buildings. These are the foundation and framework of a successful system; but the history itself, that in which all else finds its value, is in its adaptation to the developing life of the people. The ancient university and all its colleges belonged to an aristocratic civilization. The state university belongs to the people, and, accordingly, must be democratic. It must not only be great as the crown and ornament of the people's schools, it must be greatest in service.

It has been the fortune of Minnesota to develop its institutions at a time when the great industrial problems of our modern civilization are pressing upon us, and our history must, therefore, be a contribution to their solution. We have not been permitted merely to take on the forms of an older civilization, and to plant institutions of a traditional type. We are compelled to move on, to ap-

ply democratic principles to new conditions; and our honors will be awarded as future generations shall pronounce us equal to our opportunities. The problem of industrial education was introduced by the act of Congress, approved July 2, 1862, whereby there was apportioned to the several states "an amount of public land equal to 30,000 acres for each Senator and Representative in Congress to which the states are respectively entitled under the census of 1860;" "that the monies accruing from the sale of said lands shall be invested and shall constitute a perpetual fund, the capital of which shall forever be undiminished, and the interest of which shall be inviolably appropriated by each state which may take and claim the benefit of this act, to the endowment, support and maintenance of at least one college, where the leading object shall be, without excluding other scientific and classical studies, and including military tactics, to teach such branches of learning as are related to agriculture and the mechanic arts, in such manner as the legislatures of the states may respectively prescribe, in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions of life." (U. S. Land Laws. 1862. ch. 130.)

As may be inferred from the general and in-

definite character of the conditions of this grant, there existed only the undefined feeling that higher education must address itself to the intellectual improvement and skill of the industrial classes. The application of the principle expressed in this law, and the utilization of the fund provided, involved two questions; First, how shall this industrial education be organized? Shall a new institution be established to be devoted to the purposes contemplated in this bill? or, shall this instruction be given as a part of the curriculum of the established colleges and universities of the states? And, second, in what manner shall this instruction be given so as to serve most effectually the desired end?

THE AGRICULTURAL COLLEGE.

Regarding the first question, both views were entertained, and both plans have been tried in the various states. Confining ourselves to Minnesota, by act of legislature approved March 10, 1858, a quantity of land in McLeod County was "set aside for the purpose of an experimental farm and a site for an Agricultural College," to be "under the control of the President and Executive Committee of the State Agricultural Society." The Board of Education of the Agricultural College was to consist of twelve members,

to be elected by the members of the State Agricultural Society. In 1861 the legislature donated to this college all the "swamp lands" within the boundaries of McLeod County.

The conditions of the times in financial stringency, Indian wars and the Civil war prevented all action under this law, and nothing was done until after the war, in 1866.

The Legislature had accepted the Agricultural land grant (Jan. 27, 1863), and had authorized the Commissioner of the General Land Office to select the lands donated. This donation of lands and the close of the war revived the interests of the Agricultural College, and the question pressed for decision, what disposition shall be made of the agricultural land grant? And just here, let it be noted, that while the grant was to serve three interests, agriculture, mechanic arts and military tactics, agriculture being the predominating industry in Minnesota, it took precedence, and all discussions were conducted on this assumption. The college is known as the agricultural college, and the grant, as the agricultural land grant. Mechanic arts and military tactics have always been recognized, but rather as attachments than as leading interests contemplated in the grant.

In the disposition of the grant, the presumption was in favor of the agricultural college already

established. The state university having provided in its charter for the organization of a college of agriculture and mechanic arts, it was urged by the representatives of the university that the best interests of the state and of the industries named in the grant would be served by uniting this with the university grant in the support of a college of agriculture and mechanic arts as a department of the university. The financial condition of the university was still uncertain, the regents, Pillsbury, Merriman and Nichols, were not yet ready to report, and to meet the exigencies of 1866, and preserve the grant intact, under the management of Senator Pillsbury, by an act approved Mar. 2, 1866, the grant was made over to the Agricultural College at Glencoe. In 1867 the regents reported the university indebtedness liquidated, with 32,000 acres of the territorial grant still in possession of the university. Quoting from an address of Regent Pillsbury before the alumni of the university: "The friends of Mr. Hill (representing the Glencoe Agricultural College) held a conference with the Senator from East Hennepin (Regent Pillsbury) on the question of uniting the agricultural college grant with that of the university, as it was apparent to them that they could not obtain appropriations for buildings, and that the grant was

likely to be divided up among the normal schools, the Senator advocating that it would be much better for Hill's institution, the university, the state, the friends of agriculture and of education, to consolidate the two grants and thus make a good strong educational institution, which view Mr. Hill and his friends finally accepted, with the provision that the swamp lands which had been granted by the state to the agricultural college should be re-granted to the County of McLeod, to endow Stevens's Seminary, which seminary was to be established and organized by an act of that present legislature. The friends of each institution were to co-operate in the passage of the bill to consolidate the agricultural college grant with the university, and to endow Stevens's Seminary by the transfer of the swamp lands formerly granted by the state to the agricultural college."

The act of consolidation was approved Feb. 18, 1868. "An act to establish Stevens's Seminary" and endow the same with 4684 acres of swamp land, was also passed by the legislature and became a law, March 6, 1868."

It was recognized at the time, and is still well known to our older citizens, that the leading responsibility and management of this plan of transfer was with the Senator and Regent Pills-

bury. To this interest he gave his individual attention and efforts until its final accomplishment.

With the remains of the territorial grant, the state university grant, made in 1870, and the agricultural grant of 120,000 acres, the university had an available endowment of some 200,000 acres for its support. The increase of the Permanent Fund accruing from the sale of lands will be seen in the table attached.

AGRICULTURAL EDUCATION.

The second, and no less difficult problem, was how to meet the requirements of this grant in a manner satisfactory to the public sentiment which prompted it. If it had been required to carry out technical and detailed instructions, so leaving the responsibility of success or failure with those who imposed them, the course of the university would have been simple and comparatively easy. On the contrary, the grant practically imposed upon the university the task of devising a course of instruction and training which would make the culture and scientific knowledge of our higher education available for agricultural life.

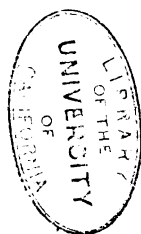
To realize the difficulty, we must take into account the conditions under which this demand was to be satisfied. It will be remembered that in the early history of education all claims to its



EDWARD D. NEILL



MARK H. DUNNELL



advantages were limited to free citizens; and that as citizenship was extended by the enterprise, thrift and struggles of the people, education and its institutions widened their doors and extended their curricula. In this progress the trades and burghers of cities and towns took precedence, while the laborers on farms have been the last to receive recognition. From time immemorial they have been peasants, serfs and slaves, confined to the country, and excluded from the privileges of culture and the schools. This was true in Greece, in Rome, and has been true in modern Europe down to the present. In America, at the opening of this question of agricultural education, the sentiment was practically universal among all educators and educated men that the farmer has, and can have, no use for more than a common school education. And when farmers' sons went to schools of higher education it was to rise above farm life into the more remunerative, and the more respectable occupations of mercantile and professional life. There existed an educational caste spirit which excluded agriculture, and which intensified the determination of talented and ambitious sons of farmers to escape its conditions. It has been the boast of great men, that, born and reared as farmers, they have risen to positions of political and social dis-

tion. A third condition, and one not distinct from the preceding, was, that the teaching body of the rising schools was necessarily selected from the schools of classical culture,—at that time the predominant ones. Whether the agricultural schools were incorporated as departments of the regular university, as in our own, or organized as separate agricultural colleges, the feeling of the faculty, and the sentiment of the student body, was that agricultural education was an incongruity, if not an absurdity. The conviction prevailed that the general culture of regular colleges served the purposes of all occupations, even that of agriculture for those who chose to pursue it. The one result that followed was universal east and west, that farmer students were socially an ostracised class, and that the better class of students soon changed their courses.¹ These then, were the general conditions prevailing over the entire country, and under which the University of Minnesota had to solve the problem of agricultural education.

In establishing a College of Agriculture as a department of the university, Minnesota followed the example of Wisconsin, while Michigan and Iowa were of those states which separated their industrial colleges from the university, and organized them in distinct institutions. Beginning

with 1868, the date of the present charter, an experimental farm of 96 acres, and located just east of the campus, was purchased for \$8,500, and Professor E. H. Twining was elected to the department of Science and Agriculture. A preparatory course of two years was offered "adapted to the wants of students fitting for the agricultural college." The studies of the first year were arithmetic, grammar and composition, geography, algebra and physiology; and of the second year, algebra, bookkeeping, natural philosophy, and chemistry.

For the following twenty years the history of this department is one of struggle and experiment to satisfy the demand for an agricultural education. In his first report President Folwell gives his estimate of the importance of high intellectual training for students of agriculture, and says, "that mere manual dexterity and technical cleverness are not the final wants of American farmers and artisans." In his report to the Legislature, the President of the Board of Regents says, "Thus far, all the students who have desired work have been employed in taking care of the university buildings, the farm and the grounds. The number of students who signify the desire to pursue the agricultural course continues to be small. But all things are in readiness,

and we only need to have the farmers send their sons to put this department in a flourishing condition." Again, in their report of 1873, the regents say, "The regents do not think it judicious to spend a large amount on experimental farming until students present themselves who are desirous of instruction in agriculture." And President Folwell, in his report of the same year says, "So far as I am aware, not a single young man has come here desiring to learn the science of farming in order to practice it." And again, in 1877 President Folwell says, "The number of farmers' sons in attendance seeking instruction in general science and letters, is, as heretofore, very large, while the number of students of scientific agriculture does not increase, and probably cannot be materially augmented until our agriculturists learn to diversify their products, and cease to raise for market a single staple."

THE NEW EXPERIMENTAL FARM.

By legislative authority, granted in 1881, the regents proceeded to the sale of the old experimental farm, and to re-invest in the one now occupied. In this transaction Regent Pillsbury assumed the entire responsibility, and gave his time and financial skill toward gaining the greatest possible advantage to the department of agricul-

ture, and with a heartiness as if the profits were to be his own. Under his direction the old farm was platted into some 300 lots, and at public auction (Oct. 11, 1882) one half of them were sold for \$47,400.

The new farm was known as the "Bass Farm", located on the Como road, between the Twin Cities, and consisted of 155 acres. This was bought for \$200 an acre, or \$31,000. The entire surplus, after paying for the new farm, was devoted to its improvement and the erection of buildings for the accommodation of the department of agriculture.

And yet, the problem of agricultural education was not solved. Whether the farmers themselves were really ready to support the department, or whether what was offered was not adapted to the agricultural conditions and demands, was in dispute.

It appears from the records, that for twenty-five years the department of agriculture was almost literally without patronage. One, two, and three students was the limit of enrollment; and one graduate in each of the years '80, '83, '85, '87, was the result in the completed course.

The eighties were years of general social and political agitation among the agricultural classes. Farmers were inquiring how they were to better

their conditions. They organized neighborhood granges, co-operative enterprises and farmers' alliances. They asserted themselves, not only in agricultural matters, but in politics and education. As a part of this movement, they turned their attention to the Agricultural Land Grant, and the service it ought to render, and was rendering to the farmers of Minnesota. Violent attacks were made upon the university administration, charging the regents with deliberately robbing the farmers' fund in the interest of the university. All these attacks and criticisms were pointed to the one man who for those twenty years had given his best thought and labor to the solution of the problems of the new university in a new state. The singleness of his purpose, and the greatness of his achievements, had made him the single mark of all the criticisms and insinuations of bad faith that attached to this painful chapter of university history. Above all financial successes, Regent Pillsbury held most sacred and dear to himself his good name, and to no thrust was he so sensitive as that which aimed at his integrity of purpose. A searching legislative investigation sustained every claim, and vindicated every act of the regents.

In 1887, and again in 1889, a bill was introduced in the legislature separating the agricultural col-

lege and land grant from the university, and placing them under a separate board as a separate institution. So worn out was this "father of the university" with these harrassing attacks, that in the midst of the conflict he expressed himself as willing that the separation should be made, provided that there might be saved to the university the valuable lands of the state farm which was the product of his personal financiering and labor, in which the state had invested originally but \$8,500.

THE SCHOOL OF AGRICULTURE.

This brings us to what we may note as the second chapter in the history of our Agricultural education. As Superintendent of Public Instruction and ex-officio regent of the university, (1881-1893) the writer was, during this period, both officially and professionally related to the educational interests of the state and the university. It may, therefore, seem not out of place, if, as a factor of the times, he offers some of his own experiences and contributions to the adjustment of the subject that was engrossing public attention.

All important contributions to social and educational progress must find their origin in the history of the times. Agricultural education is no

exception to this law. Those who are conversant with the educational history of the eighties, will recall that in the National Educational Association, which discussed living questions, and so represented the educational trend of the times, the manual training problem was then the all-engrossing one. It was not a question of professional schools for specialists; it was rather a claim for the practical training of the eye and hand of youth in the schools, a claim for manual training as a part of their education for life. For successive years the ground was fought over between those who represented pure intellectual culture, and those who claimed a culture value for manual training, and a corresponding place in the school curriculum. The heroic leader who fought the battle for manual training was Dr. C. M. Woodward of Washington University, St. Louis.

Present, as Regent Kiehle was, through all these discussions, and also in contact with rural conditions as a frequent lecturer at school and agricultural meetings, and interested as well in the problems of the university, he gave this question much careful attention, and, after visiting manual training schools and agricultural colleges east and west, submitted for public consideration a plan for the organization of a school of agricul-

ture to the public press in Feb., 1889, to the Board of Regents at their meeting following, and to the National Educational Association at its St. Paul meeting in 1889.

The following extracts will indicate the essential features of the plan proposed.

"In the organization of a school of agriculture, as it seems to me, the following considerations should govern.

"1. It should meet the demands of the young farmers who desire a knowledge of such matters of business, science, and agricultural experience as belong to their calling.

"2. It should receive them at the close of a common school training, and at an age not younger than fifteen years.

"3. As it is intended for those who live and labor on the farm, the term should include the months during which they are at leisure, say, from Nov. 1 to April 1.

"4. The courses of the school should be mostly objective, manual, practical and scientific; and in its results should accomplish the following: (a) It should cultivate the taste and abilities of agricultural life. The student should, therefore, pursue his school life as closely as possible with his life on the farm. To be absent too long and to become accustomed to other surroundings will

wean from the farm. Hence, a course to be completed by winter terms has two advantages. It leaves to the student the working season in which to apply his learning and earn wages for his support. It also continues his life on the farm without a long break, and so strengthens rather than weakens his taste for his chosen calling. (b) It should cultivate his powers of observation and judgment, and his manual skill in lines belonging to his occupation. (c) It should make him acquainted with the elements of those branches of science most immediately allied to his calling."

Then, after outlining, I., The General Business Course; II., The Scientific and Manual Training Course, and III., The Lecture Course, the following:

"If this plan is reasonable, we shall have in the fruit of it a school that will be, both as to expense and preparation, within the reach of farmers of ordinary thrift. It will give what all intelligent farmers should have, namely, a good business education of a high school grade, fair mechanical skill, with the habit of themselves making and mending rather than buying; a practical knowledge of the alphabet of the natural sciences so that they can read and observe intelligently in the lines of their work. All this in the school of

agriculture. Beyond this is our college of agriculture, in which these subjects will be continued to meet the demands of the fewer, and that most important class in agriculture, lecturers, professors, physicians and statesmen."

This plan was promptly considered and adopted by the board of regents, of whom no member was more appreciative of its reasonableness, and more ready to make the trial of its efficiency, than the regent who had borne both the labors of service and the calumny of opposition. It was resolved to erect a single building at a cost of some \$40,000, which should at once afford the conveniences of educational, culinary and dormitory service. The school was opened Oct. 18, 1888, to continue to April 17, 1888. In the History of Education in Minnesota, issued by the United States Bureau of Education, is the following comment by Hon. S. M. Owen, then regent of the university. "No proposition suggested in the foregoing met with more adverse criticism than the one to hold the school during the winter months, when it was said, practical agriculture could not be taught, since the opportunity for object lessons in crop growing and conditions for practice would be wanting. But experience has confirmed the predictions of Professor Kiehle. Many of the disadvantages of teaching practical subjects in the

winter have been overcome by means of plants, animals, machines, charts, models, and other illustrative material which from year to year is being collected. The boy receives instruction during the winter that he is eager to put in practice on the farm during the succeeding summer. While at work there he discovers defects in his education that cause him to look forward with pleasant anticipation to the second term of the school, when the defects may be remedied."

The school opened under the principalship of William W. Pendergast, and with an enrollment of 47 students. From the first, the school was a standing protest against the plan of separation embodied in the bill of 1889, and the immediate and continued success of the school caused all opposition to melt away.

Under the wise management of its officers and instructors it has merited and won the enthusiastic support of the agriculturists of the state, and has received from the legislature every appropriation asked for in buildings and equipment; and has become the center about which have clustered the experiment station, farmers' institutes, dairy schools and the stated agricultural meetings.

In 1897 upon the motion of the farmers themselves, it was determined to open a department

for the daughters of farmers, in which the aim should be the culture and education of homemakers. It has been made to include the culture of home life, the domestic occupations of the complete home in domestic science, cooking, sewing, dairying, horticulture, and whatever promises to make the home of the prosperous American farmer wholesome and attractive. For the care, comfort and home culture of these young ladies, the state has provided most liberal accommodations in buildings, equipment and instruction.

The appended table shows that in the fourteen years of the existence of this school the attendance of young men has increased from 47 in 1889 to 328 in 1902; and the total number of graduates 353. Of these graduates, 82 per cent. are employed at present in agriculture and the allied branches. In the young ladies' department, during the five years of its existence, the enrollment has grown from 33 in 1898 to 122 in 1902; and the graduates from three in 1899 to 23 in 1902.

The support which this school gives to the College of Agriculture appears in this, that the aggregate enrollment in this college for the period of the school has been 179.

PROFESSIONAL DEPARTMENTS.

The professional colleges of law and medicine have, for many centuries, been identified with university education, and have been patronized by the students of government and science. These colleges were readily and naturally opened as the regents considered the time propitious. The Department of Medicine, the outgrowth of the medical examining board established in 1883, was organized in 1888, with Dr. Perry H. Millard as its first dean. In buildings, laboratories and general equipment it is thoroughly provided, and sustains a four year course. It contains the Colleges of 1, Medicine and Surgery; 2, Homeopathic Medicine and Surgery; 3, Dentistry, and 4, Pharmacy. The total enrollment of all colleges for the last year (1901-'02) was 551, and the number of alumni, 728.

The College of Law was organized in 1888 under the deanship of W. S. Pattee, LL. D. Its development has been rapid in enrollment, and its curriculum takes high rank for its scholarship and thoroughness. Its enrollment for 1901-'02 was 503; and its alumni number, 857.

DEPARTMENT OF PEDAGOGY.

The complete history of the university, in the

organization of its departments to meet the demands of modern life, requires a record of the development of the department of pedagogy, or the science of education. A half century ago, the public mind was impressed with the importance of the common schools, and with the necessity for trained teachers. This was known as the normal school movement, and of which we have already treated. In laying the broad foundations of the university this interest was recognized, and in the act of 1851, establishing the university, it was provided that the "university shall consist of five departments," one of these being "the department of the theory and practice of elementary instruction." Again, after the organization of the state, the legislature, in 1860, provided that "there shall also be a department for the training of teachers for the common schools of the state in which shall be taught the theory and practice of teaching, and everything that will tend to perfect the elementary and other schools of the state." It is well worth while that we recognize the democratic attitude of the friends of the university, and their interest in the improvement of all the schools of the state. In the years following, the normal schools, in this as in other states, became the leaders in elementary education, and were de-

voted to the single purpose of training teachers for the common schools of the state.

Accordingly, and, as it seems, naturally, in the reorganization of the university under its present charter (1868), this section, and all expressed provision for a department of pedagogy was omitted. The latitude given the regents was in the clause (Sec. 2) "There shall be established in the university of Minnesota five or more departments," &c.

At that time the sentiment prevailed that special training was only required for elementary teachers. From time immemorial it was assumed that ability to instruct was an essential accompaniment of university education. The very name of the degrees conferred—"doctor" and "master"—signified this. Learning and culture were all that the university could furnish. If, with these, one could not teach, it must be because of some native defect which could not be remedied. This, at that time, was the prevailing attitude of universities and colleges. Indeed, so strong was this conviction, that the normal school movement in the interest of elementary education was generally depreciated; its defects, which were many in its experimental stage, were magnified, and its ideals not recognized. It seemed as if the only college men who stood up for them were those

who were elected to positions as principals and instructors in the normal schools.

But that was a generation ago. In the mean time America has been under the intellectual influence and direction of Germany, from whom she learned her first lessons in the philosophy of education as applied to elementary schools.

Our teachers have learned in the universities of Germany that education is a process subject to physical and mental laws, that cause and effect rule as absolutely in the domain of education as in that of mechanics, though on a plane immeasurably higher, and that conscious and intelligent skill is not to be limited to the care of children. They saw the technical and classical schools of Germany taught by university men trained to their work professionally, and with results that put our own to shame. Gradually, the sentiment strengthened in America that teaching is a profession, and that the principles of pedagogy are as applicable to our schools of secondary education as to our primary. This movement was felt in our own university. As early as 1873, President Folwell, in his report to the regents said, "I am of the opinion that after some years it will be desirable to open in the university, as the proper place, a normal department for training teachers of higher schools."

The first response to this advancing sentiment appears in 1885, when Harry P. Judson, Professor of History, was appointed to give a special course of lectures on teaching. In 1893, by unanimous vote of the regents, the chair of pedagogy was established, and to its duties D. L. Kiehle was appointed.

That the decision to establish this department was timely and wise is evident from these facts: that the legislature in support of secondary or high schools has required that all graduates of the university who were to be recognized as qualified teachers in high schools must have pursued the prescribed courses of pedagogy; that the classes of this department, according to its last report (1902), had 102 members, and that of the graduating class, 40 per cent of the whole number, and 60 per cent of the ladies held the University Teacher's Certificate.

But to establish by resolution an institution or department, contrary to traditional usage and sentiment, is but the beginning of a long struggle against pre-conceptions, and a long experimentation in a practical adaptation of methods and principles to existing conditions. It was doubted even by some members of the board whether the department merited a place in the curriculum of the university. The head of the department

found it necessary to justify the judgment of the board that established it, which he did in a special report to the board. In this report are found the following propositions:

"The historic university is not a part of, nor the fruitage of a system of popular education. It has produced the men who have led in popular reforms, but as an institution it has been conservative and aristocratic. It has been the patron of scholarship, but not of the people."

"The history of the State University has been one of readjustment between itself and the people who support it. In other words, its history has been one of transition from its ancient aristocratic spirit to the democratic of modern times."

"But so far it has responded to the demands of classes representing financial and industrial interests. There remains to be reckoned with an interest of the people of comparatively greater importance; an interest of the the people not as craftsmen, nor as doctors and lawyers, but as citizens and parents, whose supreme concern is to give every child of the nation the best preparation for complete living that the science and the wisdom of the age affords."

"The greatest honors have come to the men in our greatest universities, and those of greatest learning, who have contributed most to the problems of childhood, and how to educate it. In the universities the great names in philosophy, that are most familiar to our ears, are those who are contributing to the philosophy and education of childhood."

"To this point there has developed a profession of

teaching and a philosophy of education represented by the normal schools, and receiving support from individual scholars in universities. But the university as an institution, until recently, has had no part in the movement. On the contrary there has grown up the feeling that university sentiment has been indifferent, if not disposed even to belittle it."

"Since that time—1879, when the department was established in the University of Michigan—every state university in the United States has recognized this popular demand, and has made provision for the department of pedagogy. The University of Leland Stanford, Junior, is best known by what it offers to teachers. In the University of Chicago the department of philosophy, under the leadership of Dr. Dewey, is most active, and its head most widely known through his pedagogical services. The president of Clark University, Dr. G. Stanley Hall, is best known, and that most honorably, in a world-wide reputation, as a student of childhood, and the university is well known through the pedagogical department. Then too, old Harvard and Columbia have responded with well equipped schools of pedagogy, and President Eliot and President Nicholas Murray Butler are prominently identified with the cause of popular education."

"Pedagogy ranks as the highest form of biological science. Large and costly provision has been made for the study of the structure of plants, and the laws of their growth. Corresponding provision has been made for the utilization of this science in the culture of plants useful to man, in the department of horticulture and agriculture. Provision has also been made for the application of this science in the department of animal industry, by

educated and skilled men in raising sheep, and hogs and cattle, all of greatest value to mankind. But pedagogy rises to the highest plane of biological inquiry, and has for its subject, not a plant, nor a bug nor a frog, but a *'little child.'*"

"And it is not to be overlooked, that as civilization rises to higher conceptions of what life is, and what is worth living for, it turns more and more from the study of crops and cattle to the study and care of its children. For this reason, this subject of the education of children is the supreme study of interest to society."

"As a co-educational institution in which women are furnishing a large part of the patronage, and taking the most of the academic honors, this is the only professional study in which they are most interested, and in which their claims should be considered. As women, the study of childhood and its education is their study; but as a calling, teaching is the only one that is peculiarly appropriate to them. Now, every professional provision thus far made—law, medicine, dentistry, pharmacy, etc.—is for men. That a few women enter them only proves that these callings are essentially masculine. And now, does the University graduating this large body of women propose to leave them at the threshold without offering them any means of professional preparation for the calling which they desire to enter? The effect of this policy has been to emphasize the industrial professions, to encourage our youth to enter them, and to engage in teaching only as make-shift for support while preparing for some more permanent calling."

And so the department was not abolished. There remained—and still remains—the ques-

tion whether the department should be expanded to meet the pedagogical demands of secondary education; whether the pedagogical aspects of the subjects taught in the secondary schools, and continued in the university shall be recognized by the several departments, and provision be made for the systematic training of teachers in the same. The pressing demands of the educational public is an assurance that this youngest of departments will soon be given the place its importance merits.

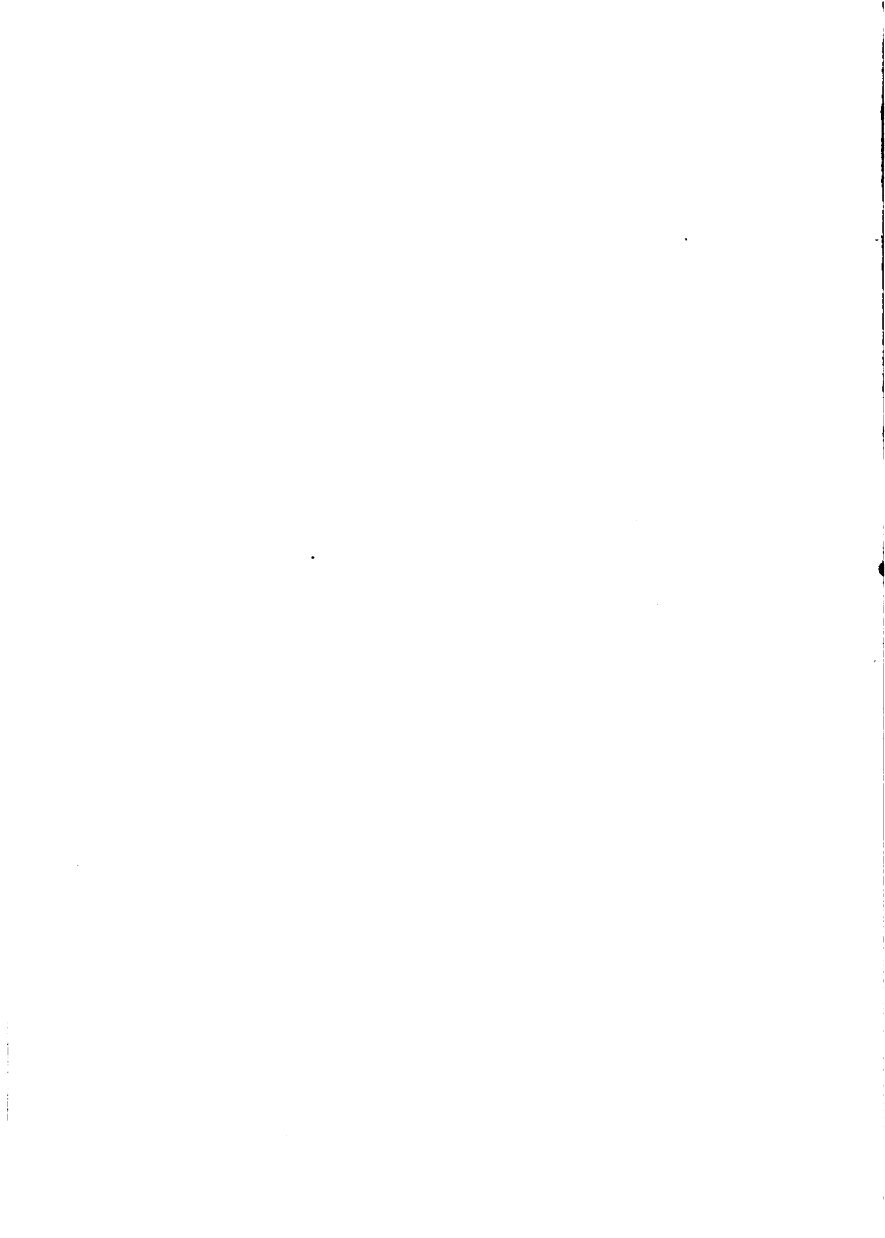
That the development of this department has been slow and inadequate, is due to traditional conditions, and to the hindrances of opposing interests which accompany all new movements, and must always be counted.



DAVID L. KIEHLE



WILLIAM W. PENDERGAST



CHAPTER IV.

SECONDARY EDUCATION.

In early education, all emphasis was placed on the two extremes, the common schools for the people at large, and the college or university for the higher classes; and so there was an impassable gap between the two. The traditional feeder to the college of the eastern states was the academy and the private school. In the west these intermediate schools were generally wanting. On the other hand, our common schools had no intermediate school to which they could promote, and especially none in which to prepare for the university.

And hence the history of high schools must be studied from the two directions, the demands of the common schools, that their more ambitious and capable students be given a better preparation for business and industrial life; and also, of the university for a proper preparation of its entering classes.

As was reasonable, the representatives of these two interests co-operated in establishing, as a third subdivision of our school system, the state

high school, which is unique in its twofold relation,—as (1) the academy of the university, and (2) the college of the people. The opposition that attaches to all progressive movements, at the first declaimed against taxing the public for more than rudimentary education, while these same objectors were sending their sons to a state-supported university. However, the principle of an entire system of public education prevailed, and development began.

In 1853 Superintendent E. D. Neill secured the enactment of a law providing that, "The trustees of any two or more districts may, by a concurrent vote, agree to establish a grammar school for the older and more advanced children of such district." The word "grammar" was used in its traditional sense to include the classical and other languages.

In 1860 the legislature authorized the City of St. Anthony to establish "two grammar schools," and "a central high school, where instruction in the higher English branches shall be given." This law, amended the following year to include the teaching of the languages, was the beginning of our high school movement.

But the period of the positive advance of our high schools, both in number and in scholarship, dates from the time when they came under the

inspiring and moulding influence of the university and the state. In 1869 President Folwell, in his first report to the regents, said; "Our system of public instruction will not be an organized whole until the 'Secondary schools' are graded, not merely with reference to the primary schools below, but to the university above." In 1872 State Superintendent H. B. Wilson appointed a special committee, consisting of David Burt of Winona, O. V. Tousley of Minneapolis, and O. Whitman of Red Wing, "to suggest some plan for securing a course of study in our high schools which shall be preparatory to our state university." The report of this committee is important in that it represents the twofold relation of high schools, and undertakes an adjustment.

I quote in part. "We recognize the fact that our high schools have a specific work in our graded system; that they are designed for those who have passed through the lower schools in the grades and may never be able to go beyond the high school. We regard it as necessary that these schools should have a course of study for such that will qualify them as far as possible for the spheres of life which they may enter on leaving the high school. Our acquiescence is hearty in what is intended by the assertion that they

are 'the people's colleges' for the education of the masses of our youth, who will enter no higher institution of learning. We believe that they should have a course of study sufficiently broad and versatile to accomplish this purpose. Yet while this is done the question arises, Can there not be some point of articulation between these schools and our higher institutions of learning? Can they not also prepare for higher courses of classical and scientific study those who may wish to enter our university, having an optional course of study for any one who may desire it? Can not this be done in many of our high schools, and ultimately, perhaps, in all of them without interfering with their appropriate work as related to the lower schools in our graded system?"

In August of the same year President Folwell expressed the disposition of the regents through its committee to the convention of city and county superintendents as follows, "The business of this committee is formally to invite this body to join the board in an endeavor to bring about a vital, organic connection between the university and the high schools."

STATE HIGH SCHOOLS.

In August, 1877, the State Teachers' Association, held at Mankato, adopted the following:

"Resolved, That this association earnestly hope and recommend that the boards of education in our cities and larger villages will, at the earliest moment, arrange courses of study suited to prepare students for admission to the university, and whenever possible, to admit students to these courses on liberal terms.

"Resolved, That the legislature is requested to make suitable appropriation for paying the tuition of country students in the high schools of the state, so that free education from A B C to the master of arts may be the birthright of every child of the state.

"Resolved, That there be a committee to bring this subject to the attention of the Governor and the legislature in such manner as may seem to them best."

The next legislature (1878) passed the first state high school law embodying these features; (1) A State High School Board consisting of the State Superintendent of Public Instruction, the President of the University, and a third member to be appointed by the governor.

(2) The sum of \$400 was apportioned to each graded school which, (a) admitted properly prepared students free of tuition; (b) gave instruction fitting for the sub-freshman class; (c)

should agree to the inspection of its classes by the high school board.

Mr. Charles S. Bryant was appointed as a member of the board, and acted as its inspector with an earnest and intelligent enthusiasm. To the legislature of 1879 State Superintendent Burt reported 33 schools in which Latin was taught to 628 pupils, and in six of these schools Greek was taught to 46.

The appropriation for this encouragement of higher education was \$8000, but by an oversight it was not made annual. Hence, after one year its operation was suspended.

In 1881 the law was re-enacted with several amendments, chiefly the following:

(1) The Governor, ex-officio, was made the third member of the board. (In 1901 the third member was made appointive.)

(2) High schools shall provide "orderly courses of study embracing all the branches prescribed as a pre-requisite for admission to the collegiate department of the University of Minnesota."

(3) The board may appoint "competent persons to visit and inspect any schools, and to make report thereon."

(4) "The board shall have power to establish suitable rules and regulations relating to examinations, reports, acceptance of schools, cours-



HORACE B. WILSON



DAVID BURT



es of study, and other proceedings under this act."

(5) The sum of \$20,000 was appropriated annually for the purposes of this act.

The operation of this new law began with the administration of D. L. Kiehle as state superintendent of public instruction, and ex-officio member of the high school board.

In the larger interests of the high schools, completing the education of many for the business life, as well as fitting others for the higher education of the university, the superintendent of public instruction recommended that the board enlarge and emphasize the policy hitherto adopted, and, besides looking immediately and chiefly to the interests of the university in the supervision of high schools, that the board adopt a more general plan of building up these high schools in proportions answering to their twofold relations; and this by means of more definite rules, requiring thoroughly prepared teachers, a well-balanced course of study, a classification of the schools according to their advancement, a systematic written examination of classes by the board, and issuing the certificates of the board to students passing, which certificates should be accepted in lieu of entrance examinations to the university. This plan was approved

and adopted by the board, and at once set in operation. The president of the university took charge of the examinations, and the Superintendent of Public Instruction, as secretary, looked after the inspection and general business of the board.

The advantages of the plan adopted were these: (1) The university related itself broadly as the promoter of education of every grade. Instead of being merely the recipient of the choicest fruits of secondary education, and of benefiting the state through its inspiring example, it made itself the servant of the entire system.

(2) The classification of the schools—third, second, first—without diminishing their support, gave aid to the weak, and operated as a stimulus to higher rank. (3) The examination and certificating of students in the several branches passed, gave them rank at the university, and likewise, by decision of other institutions, at the colleges and normal schools of the state. Young students in all parts of the state were officially accredited with what they accomplished.

In 1893 the legislature authorized the appointment of an inspector of State high schools at a reasonable compensation. Under this act George B. Aiton was appointed inspector. Under his diligent and wise administration to the present

time, the high schools have attained to a degree of efficiency in number and scholarship that makes them the pride of the state.

The number of high schools has increased from 39 in 1881, to 141 in 1902. The annual appropriation for their support has increased from \$20,000 in 1881, to \$217,000 in 1903; and for the support of the individual schools, from \$400 in 1881 to \$1000 in 1902, and to \$1600 in 1903, with the provision that in case the amount appropriated will not suffice, the appropriation shall be apportioned pro rata.

A detailed enumeration of the features of progress in our high schools is impossible within these limitations. In number, in buildings, in equipment, in apparatus and libraries, and in the liberal provision made for instruction, these schools have kept abreast of the age, and now fill completely the gap that once existed between the common schools and the university.

GRADED SCHOOLS.

The supervising authority of the state high school board has been farther extended to include the graded schools, numbering 119, which have been already reported as the advanced common schools articulating with the high schools. They receive state aid to the amount of \$550 each,

and are under the inspection of A. W. Rankin, an appointee of the board, who has served in that relation to the present time.

SEMI-GRADED AND RURAL SCHOOLS.

The marked improvement of the high schools and the graded schools under the influence of the aid given by the state in money and stricter supervision determined the legislature to offer the encouragement of financial aid under strict conditions to semi-graded and rural schools. These conditions were that, for semi-graded schools, the district should be provided with suitable buildings, libraries and apparatus, and that a school of eight months should be maintained each year, organized in at least two departments with a suitable course of study, and taught by competent teachers, one of whom shall hold a state certificate of the first grade, or its equivalent. These schools receive state aid to the amount of \$225 each.

Rural schools that meet the above conditions with the exception that they are not required to maintain two departments, shall receive one hundred twenty-five dollars. These schools remain under the supervision of the county superintendents.

This survey completes what is recognized as



JOHN H. LEWIS



JOHN W. OLSEN



our public school system. It is complete in offering every child of the commonwealth a free education, and progressive from the primary grade to the university. Every grade points upward toward the university; and to the university itself as the aid and support of all below.

CHAPTER VI.

SCHOOLS FOR DEFECTIVES AND THE HOMELESS.

In its school system the state educates itself. These in the schools will soon be the citizens of the state, assuming all its duties and responsibilities. But besides these, the state has another large class of its children who, by reason of physical defects and the lack of proper moral environment in family and social life, are beyond the reach of the educating influences of the public schools, and may never assume the responsibilities of citizenship. These are the deaf, the blind, the homeless waifs, the imbecile, and the morally depraved. As the state, in benevolent spirit, builds hospitals for the care of the sick, who would otherwise die of neglect, in the same spirit the state undertakes to educate these defectives in special institutions, and by instruction especially adapted to their condition.

This class of schools can be only outlined, but must not be overlooked in an estimate of the comprehensiveness of the plan of the state in the care of all its children.

I. SCHOOLS FOR DEFECTIVES.

The children who are defective in sight, hearing or intelligence, and who thereby cannot be taught in the common schools, are provided for by the state in three separate institutions located in the city of Faribault. In these they are provided with homes and are given an education adapted to their condition.

The legislature of 1863 appointed a commission consisting of George F. Batchelder, Rodney A. Mott and David H. Frost and authorized them to provide for the relief and instruction of the indigent blind and deaf of the state.

In September following a school was opened in a hired building under R. H. Kinney, Principal, with one matron, one teacher and a class of five, soon increased to eight, deaf children, three of whom were feeble-minded.

In 1865, the limiting term "indigent" was removed from the statute, and by the same legislature, provision was made for a permanent board of five directors, adding the governor and state superintendent of public instruction as ex-officio members of the original number.

The history of this institution is a record of the cordial interest the citizens of Faribault have taken in the care and the beneficent purposes of

these schools. Of the twenty-three different citizens who have served on the board, three have served notably the longest of all in the state,—T. B. Clements, twenty-five years; Hudson Wilson thirty-three years; and R. A. Mott, thirty-eight years.

In 1879, the legislature appointed a commission of expert physicians to visit the state hospitals for the insane and select from them such idiotic and feeble-minded children as, in their opinion, were proper subjects for special care and instruction, and assign them to this board for care and training. As a result, twenty-two were selected and placed in a school that same fall with Dr. George H. Knight of Connecticut as Principal.

In 1881, the school was incorporated as a department of the institution for defectives, and epileptics were added, to be cared for. Until that time the superintendency of all departments had been under Dr. J. L. Noyes; but then they were separated, Dr. Noyes retaining charge of the deaf, leaving Dr. J. Dow superintendent of the blind, and Dr. Knight superintendent of the feeble-minded.

Until August, 1901, the three departments were administered under the original board, at

which time that of the feeble-minded was transferred to the State Board of Control.

The entire number received under the care of this department to the end of the scholastic year, June, 1902, is 1582.

1. The school for the blind is free to all blind children in the state between the ages of eight and twenty-six years. Board, care and tuition are furnished without charge. The school is equipped with all the appliances of a modern school of this class. Special instruction is given in music, and in manual training and industrial work, such as sloyd, broom-making, hammock-weaving, bead-work, basket-work and sewing. The course of study embraces a period of seven years, beginning with the kindergarten and ending with the usual English studies required for entrance to the high school.

2. The school for the deaf is free to all deaf children between eight and twenty-five years of age whose parents or guardians are citizens of the State. The school course is seven years, which by the vote of the directors may be extended three years. About one-third of the time is devoted to industrial training in trades, such as boot and shoe making for boys, with printing, carpentry, and cabinet making; and for girls, dressmaking, plain sewing and cooking.

Of the total enrollment (947) to June, 1902, 551 were males and 396 were females.

Upon completion of the course of this school, examinations are given for entrance to Gallaudet College, to which twenty-seven have been admitted, giving Minnesota second place—Iowa being first—of the number sent to college as compared with the total deaf population of the state.

Of the Minnesota students who have attended college, 10 have become teachers; 1, a supervisor; 1, a founder and superintendent of a school for the deaf; 1, a matron of a school; 1, an artist; 1, an architect; 1, an editor; 3, government clerks; and 1, a banker.

Of those who have graduated from the school, 26 are, or have been, teachers, and others are found in various callings, as book-keepers, clerks, artists, merchants, and similar occupations. All of which shows that out of the indigent and dependent, the state has educated self-supporting and useful citizens.

3. For the feeble-minded a main building has been provided at a cost of \$290,000. It is divided into a north wing for girls, and a south wing for boys, leaving the middle part for administrative rooms, hospital, assembly hall, industrial rooms and the culinary department.

The children are grouped into "families" for home life, each group being under the care of an attendant during the hours when not in school. This grouping is arranged both according to age and congeniality. In the school rooms the groupings are arranged according to comparative mental ability.

During the year 1901-1902, the enrollment was, 474 males, and 397 females. Of this number 325 were in the school department. A large percentage promise to become self-supporting.

4. The Minnesota State Training School for Boys and Girls was given its present name—changed from State Reform School—to avoid the appearance of separating these youth from society, and of identifying them with the criminal classes.

The school, formerly located at St. Paul, is now located at Red Wing on a tract of 450 acres of land. It is provided with an administrative building and separate cottages for boys and girls. Its purpose is to counteract the results of idleness and evil companionship by moral and intellectual instruction, and by training to habits of industry through useful and remunerative occupations. The school is organized on what is known as the "open family plan." It is divided into families of from fifty to seventy-five, accord-

ing to ages, each family being in charge of a family manager, a teacher and a housekeeper.

The cost of maintaining the school, for the year ending July 31, 1902, was \$126,439, of which a part was defrayed by the industrial work. The cost of buildings has been \$335,504.

SCHOOL FOR DEPENDENT AND NEGLECTED CHILDREN.

This school, known as the State Public School, was established in 1885. It provides a temporary home and school for the dependent and neglected children of the State.

In the school all bodily wants are cared for, and instruction is given in morals and the common school branches. The average time of retention being ten months, no systematic training in trades is undertaken; but all are well occupied in the various industries and services of this State home.

Through an organized State agency children are provided with homes in families, which are regularly visited to learn of the condition and care that is given the children.

Up to Jan. 1, 1903, there had been received from 76 of the 82 counties, 2474 children—1519 boys and 955 girls. Of this number all but 257,

then in the school, had been placed in family homes. Of those so placed 1030 still remained under the supervision of the school. Information gained by visitation showed that 84 per cent had developed into young men and women of good character. The cost of the entire property has been \$226,910.

CONCLUSION.

Taking a summary and general view of what Minnesota has done and is doing for the education of its children, we find that the aggregate expenditure and present valuation, in round numbers, is as follows:

I. BUILDINGS AND PERMANENT IMPROVEMENTS.

1.	By the State,.....	\$ 3,500,000.
2.	By Special and Independent Districts	12,000,000.
3.	By Common School Districts..	4,000,000.
Total.....		\$19,500,000.

II. FOR ANNUAL SUPPORT.

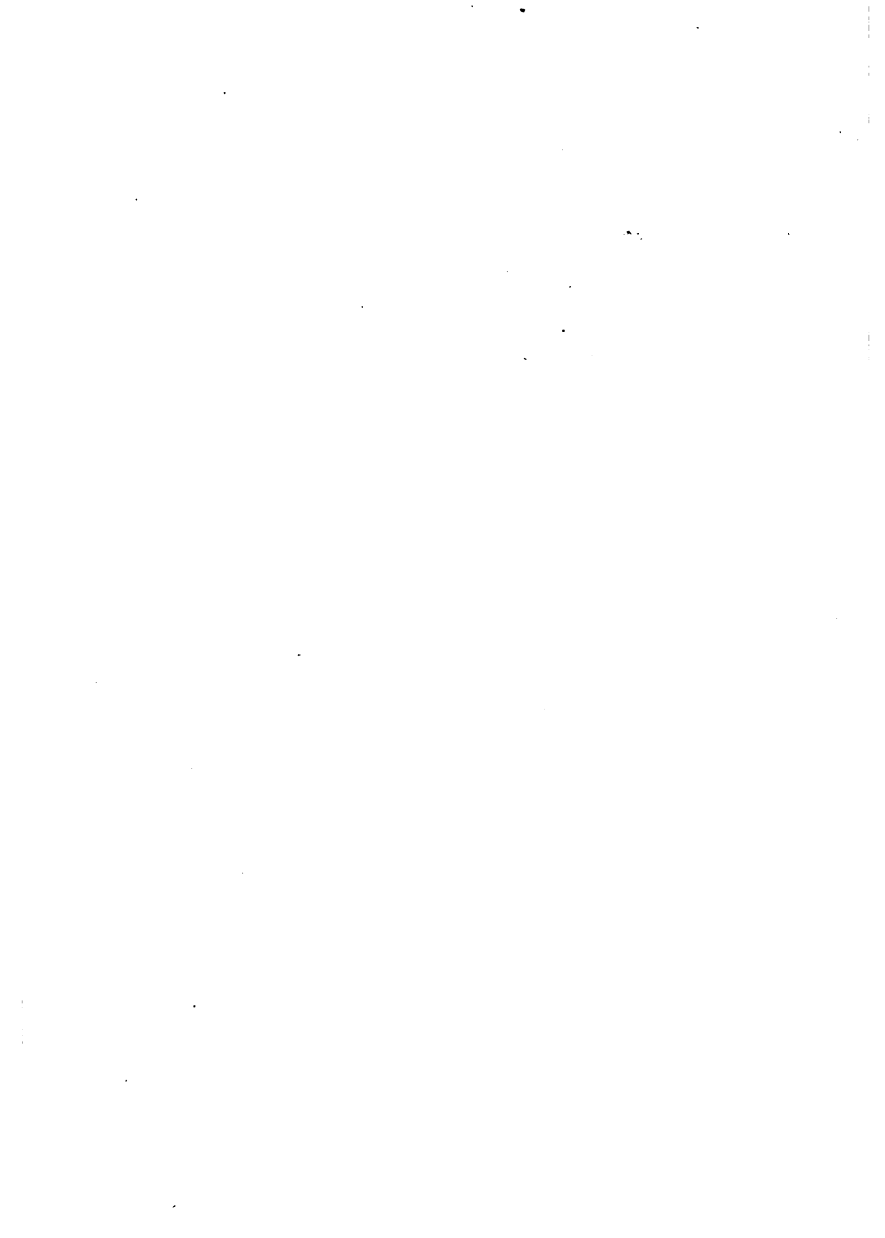
1.	By the General Government— Revenue from land grants, and money, ...	\$ 590,000.
2.	By the State.....	1,400,000.
3.	By School Districts.....	3,000,000.
Total.....		\$4,990,000.

These amounts are necessarily approximate; yet they are sufficiently accurate to answer the purpose of a general estimate of the material expression of the worthiest impulses and principles of our people in the care of those who are the future hope and honor of the State.

Another, and higher view than merely the financial one, is the successful application of the state's intelligence to the development of its system to comprehend every stage and aspect of its civic and industrial life. In the geography of our state, we see that every stream, rivulet and spring finds its way to the great ocean, and so makes itself a contributing part of the great system of waters; likewise, so complete is our system of education, that every vocation of life, every gradation and degree of culture,—artisan and statesman; the care of the plant and the protection of human life; the child at his alphabet and the mature student of the philosophy of life; the brilliant genius and the unfortunate imbecile; the child of the poorest and the son of the richest,—all are comprehended in the provisions of our system of education, so far perfected, that it stands at the forefront of all that human wisdom has devised for the improvement of the race and the perpetuation of human institutions.

And, now, in what we have accomplished, we

have a guarantee for the future, that the problems still unsolved, that the defects still unremedied, will find their solution, and that completeness will ultimately crown our history with the honors of intelligence and philanthropy.



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TABLES

TABLE I

Showing the Complete List of Educational Officers of the State and of State Institutions.

I SUPERINTENDENTS OF PUBLIC INSTRUCTION.

	Term Begun	Ended
Edward D. Neill	March, 1851	1853
E. W. Merrill	August, 1853	1854
M. C. Baker	March, 1854	Q 1855
W. S. Hall	1855 (?)	(?)
Edward D. Neill	April, 1860	May, 1861
B. F. Crary	April, 1861	January, 1862
D. Blakeley (1)	January, 1862	January, 1864
H. C. Rogers (1)	January, 1864	January, 1867
Mark H. Dunnell	April 2, 1867	August 1, 1870
Horace B. Wilson	August 1, 1870	April 5, 1875
David Burt	April 5, 1875	September 1, 1881
David L. Kiehle	September 1, 1881	September 1, 1893
Wm. W. Pendergast	September 1, 1893	January 1, 1899
John H. Lewis	January 1, 1899	January 1, 1901
John W. Olsen	January 1, 1901	
(1) Ex officio, as Secretary of State.		

II PRESIDENTS OF THE UNIVERSITY OF MINNESOTA.

Edward D. Neill (1)	March, 1858	May, 1861
W. W. Washburn (2)	September, 1867	June, 1869
Wm. W. Folwell	September, 1869	May, 1884 (3)
Cyrus Northrup	September, 1884	
(1) Chancellor. (2) Principal. (3) Resigned	May, 1883	

III PRESIDENTS OF THE STATE NORMAL SCHOOLS.

1 Winona.

John Ogden	September, 1860	September, 1861
Wm. F. Phelps	November, 1864	June, 1876
Chas. A. Morey	September, 1876	June, 1879
Irwin Shepard	September, 1879	June, 1898
J. F. Millsbaugh	September, 1898	

2 Mankato.

Geo. M. Gage	September, 1868	June, 1872
Julia A. Stearns (1)	September, 1872	June, 1873
D. C. John	September, 1873	June, 1880
Edward Searing	September, 1880	October, 1892
Chas. H. Cooper	January, 1899	
(1) Acting.		

TABLE I—*Continued*

3 St. Cloud.		
Ira Moore	September, 1869	June, 1875
David L. Kiehle	September, 1875	June, 1881
Jerome Allen	September, 1881	June, 1884
Thos. J. Gray	September, 1884	June, 1890
Joseph Carhart	September, 1890	June, 1895
Geo. F. Kleeberger	September, 1895	June, 1902
Waite A. Shoemaker	September, 1902	
4 Moorhead		
L. C. Lord	August, 1888	June, 1898
Frank A. Weld	September, 1898	
5 Duluth		
E. W. Bohannon	September, 1901	

TABLE II

Showing the Amounts and Income of the Permanent
School Funds and the School Enrollment
for Every Fifth Year.

	University Perm. Fund	Income	Permanent School Fund	Income	Enroll- ment
1862	\$.....	\$.....	\$ 242,531	\$12,308	32,560
1867	840	196	1,587,210	91,906	68,870
1872	145,121	17,093	2,739,089	163,555	120,352
1877	353,989	37,843	3,403,219	200,982	152,023
1882	625,124	29,813	5,372,326	267,082	189,239
1887	837,361	35,296	8,258,096	352,822	245,481
1892	1,000,445	38,634	10,132,867	515,333	300,333
1897	1,202,893	49,266	11,823,145	551,941	371,889
1902	1,334,035	53,698	14,316,389	592,554	414,671

TABLE III

Showing the Total Cost of Buildings and Permanent Improvements for Educational Institutions,
including 1901-1902

State University, from 1867	\$1,450,642
State Normal Schools, from 1866.....	751,000
Schools for Defectives, from 1866.....	883,250
State Training School, from 1867.....	335,504
State Public School, from 1886	219,774
Total, -	\$3,640,170

TABLE IV

Showing Annual Disbursements for the Current Expenses of Educational Institutions for
Every Fifth Year

	University	Normal Schools	Defectives	Reform	State Pub. Sch.
1861	\$.....	\$ 1,318	\$.....	\$.....	\$.....
1867	11,508 ('69)	5,000			
1872	21,000	26,212	20,000	12,000	
1877	39,000	30,000	28,000	27,000	
1882	43,881	37,023	45,074	32,000	
1887	84,100	50,000	74,874	35,000	13,026
1892	184,624	86,520	111,017	56,723	24,258
1897	283,716	122,604	166,550	58,186	34,889
1902	415,104	134,007	187,388	58,712	38,053

TABLE V

Showing the Enrollments and Graduations of the Normal
Schools at Winona, Mankato, St. Cloud and
Moorhead from the beginning.

	Enrollment		Tot. Grad.		Enrollment		Tot. Grad.
	Male	Fem.			Male	Fem.	
1861	29a	30	..	1883	228	466	63
1863	..	..	..	1884	197	475	94
1864	4	28	..	1885	321	632	75
1865	9	41	..	1886	354	690	115
1866	13	67	14	1887	301	617	140
1867	13	74	11	1888	240	579	122
1868	22	100	16	1889	213d	558	116
1869	76b	245	39	1890	244	525	129
1870	115c	337	31	1891	242	731	125
1871	148	345	71	1892	245	785	231
1872	130	320	64	1893	246	771	219
1873	142	429	42	1894	274	809	237
1874	176	422	62	1895	301	931	257
1875	188	500	60	1896	328	1150	291
1876	140	532	73	1897	335	1039	345
1877	167	344	77	1898	355	1385	279
1878	148	287	57	1899	414	1640	367
1879	127	287	83	1900	325	1121	379
1880	138	264	85	1901	266	1117	465
1881	166	307	59	1902	255	1093	308
1882	220	465	61		...		...

First enrollments: a. Winona; b. Mankato; c. St. Cloud; d. Moorhead.

TABLE VI

Showing Enrollment and Graduations in the several Departments of the University.

	Coll., Sci., Lit. and Arts				Professional Colls.				Industrial Colls.		School of Agr.		
	M.	F.	Tot.	G.	M.	F.	Tot.	G.	M.	G.	M.	F.	G.
1868	...	...	72 ^e	...	...	...	...	...	...	...	...	...	...
1869	108	38	146	...	...	...	...	...	...	...	...	...	...
1870	138	74	212	...	...	...	...	...	...	...	...	...	...
1871	165	60	225	...	...	...	...	...	...	...	...	...	...
1872	202	63	265	...	...	...	...	...	...	...	...	...	...
1873	202	76	278	2	...	...	...	...	3	...	...	...	...
1874	203	84	287	2	...	...	...	...	4	...	...	...	...
1875	186	49	235	6	...	...	...	...	7	3	2	...	...
1876	193	71	264	9	...	...	...	...	5	3	2	...	...
1877	209	93	302	15	...	...	...	...	3	1	1	...	...
1878	234	136	370	15	...	...	...	...	3	1	1	...	...
1879	259	133	382	24	...	...	...	...	3	2	3	...	...
1880	209	97	306	18	...	...	...	...	2	0	1	...	...
1881	182	88	270	28	...	...	...	...	1	0	...	...	...
1882	159	75	234	33	...	...	...	...	18	1	...	...	...
1883	122	76	198	22	...	...	...	...	85	3	10	...	...
1884	131	75	206	21	...	...	...	2a	82	3	...	...	...
1885	124	83	217 ^f	13	...	...	...	2	92	4	...	...	...
1886	205	88	293	18	...	...	...	3	113	1	...	...	...
1887	124	97	221	25	...	...	...	2	71	3	14	...	...
1888	200	134	334	34	...	...	...	0	152	4	10	...	...
1889	236	151	387	27	174	9	183	24b	174	1	47h	...	...
1890	259	221	480g	45	254	11	264	63	181	12	78	...	4
1891	264	255	519	45	357	17	374	79	193	5	104	...	18
1892	267	270	537	54	449	21	470	98	254	10	101	...	9
1893	251	380	631	84	516	32	548	152	204	14	114	...	21
1894	203	476	679	80	569	25	594	156c	255	11	144	...	19
1895	238	484	722	108	657	31	688	170	247	18	204	...	25
1896	311	508	819	117	740	27	767	213	306	16	269	...	28
1897	332	577	909	129	717	30	747	164	320	27	335	...	28
1898	350	590	940	139	832	26	858	158	339	27	270	33	23
1899	361	546	907	152	887	35	922	165	387	18	257	56	34i
1900	359	582	941	141	1044	40	1084	231d	434	32	328	79	45
1901	418	675	1093	157	959	37	996	240	521	27	338	80	63
1902	333	846	1179	208	1016	38	1054	249	630	19	328	122	70

First Graduations. a. Medicine; b. Homeopathic Med., Dentistry, Law; c. Pharmacy; d. Pharmaceutical Chem.

e. including 3d and 4th yr. prep. classes. f. 4th yr. prep. class discontinued. g. 3d yr. prep. class discontinued. h. School of Agr. opened. i. first graduation of ladies.

TABLE VII
Institutions of Higher and Secondary Education other than State Institutions.

Name	Place	Year of organizat'n	Affiliations	Rel.	President	In- str.	En- roll
Albert Lea College	Albert Lea	1885	Presbyterian	Kath. I. Hutchison, Prin...	12	84	
Carleton College	Northfield	1867	Congregational	N. H. Salmon, D. D.	21	302	
Gustavus Adolphus	St. Peter	1875	Lutheran	M. Wahlstrom, D. D.	18	350	
Hamline University	Hamline, St. Paul	1854	Methodist Epis	Geo. H. Bridgman, D. D.	40	500	
Macalester College	Macalester Pk., St. P.	1884	Presbyterian	James Wallace, Ph. D.	14	180	
Parker College	Winnebago City	1887	Free Baptist	Edwin A. Day	9	113	
St. Olaf College	Northfield	1874	Lutheran	J. N. Kildahl	17	361	
St. John's University	Collegeville	1864	Catholic	Albert Enger	25	300	
Augsburg College	Hutchinson	1902	Lutheran	H. W. Foght, A. M.	15	204	
Augsburg Seminary	Minneapolis	1866	Catholic	Sister M. Veronica	12	100	
Bethlehem Academy	Fairbault	1889	Episcopal	Rev. Wm. Pond	7	45	
Breck School	Wildor	1885	Catholic	Very Rev. J. F. Dolphin, A. M.	17	230	
College of St. Thomas	Merriam Pk., St. Paul	1892	Lutheran	Prof. Theo. Buenger	5	110	
Concordia College	St. Paul	1891	Lutheran	R. Bagstad	10	220	
Glenwood Academy	Moorhead	1891	Lutheran	Rev. H. B. Sandmeyer	15	150	
Holy Trinity School	Glenwood	1875	Catholic	Rev. J. Schaller	8	400	
Luther Academy	New Ulm	1893	Lutheran	A. C. Youngdahl	5	...	
Luther Seminary	Albert Lea	1893	Lutheran	Rev. J. Schaller	6	60	
Martin Luther College	Hamline	1900	Lutheran	A. C. Youngdahl	6	130	
Northwestern College	New Ulm	1893	Lutheran	Rev. J. Schaller	...	...	
Park Region Luther Coll.	Fergus Falls	1894	Lutheran	H. Allen	...	125	
Red Wing Ladies Sem.	Red Wing	1879	Lutheran	M. G. Hanson	7	100	
Red Wing Seminary	Red Wing	1886	Episcopal	S. T. Edsall	17	95	
St. Mary's Hall	Fairbault	1889	Methodist Epis	Rev. Wm. F. Finkel, A. M.	7	79	
St. Paul's College	St. Paul Park	1889	Catholic	Rev. Wm. F. Finkel, A. M.	7	...	
Sacred Heart Institute	Duluth	1888	Episcopal	A. A. Butler	7	22	
Seabury Div. School	Fairbault	1866	Episcopal	J. Dobbin, D. D.	17	188	
Shattuck School	Fairbault	1897	Lutheran	Chas. Boostrom	13	250	
Southern Minn. Normal	Austin	1893	Lutheran	Rev. Ole Lokensgaard	5	173	
United Luth. Norm. School	Madison	1882	Lutheran	Rev. Henry Solum	6	240	
Willmar Seminary	Willmar	1885	Congregational	R. P. Herrick, D. D.	9	205	
Windom Institute	Montevideo	1885	Congregational	R. P. Herrick, D. D.	9	...	

EDUCATION IN MINNESOTA
PART II

EDUCATION IN MINNESOTA

IN TWO PARTS

PART II

A SYSTEMATIC STUDY AND ARRANGEMENT OF THE SCHOOL LAWS AND SOURCES OF SCHOOL SUPPORT IN MINNESOTA

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PREFACE.

This summary of the school laws of Minnesota is prepared for teachers and others who are students of education. The systematic arrangement will make it possible to see some unity in the relations of parts to each other, and to form some judgment regarding the completeness of our system for its purpose. In this respect it becomes a study in education,—of principles, and more than a mere handbook.

It includes all the laws that are required for the general guidance of teachers and school officers, omitting such minutiae of details as are of minor interest, and needed only when the original statutes must be referred to as final authority.

I have given all references to the sections of the school laws of 1901 prepared under the direction of the state superintendent of public instruction, with such amendments, in footnotes, as are made by the legislature of 1903.

When possible without sacrificing accuracy, I have abbreviated expressions required by forms of law, and so, I trust, have made the sense more intelligible in its abbreviated form to the general reader.

Since a knowledge of school law is of general interest and is required of teachers, this modest contribution is offered to the educational public in the hope that it will answer its intended purpose.

D. L. K.

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CHAPTER I.

PRINCIPLES AND FACTS

A rational understanding of school law requires that we keep in mind certain facts and principles that have conditioned the organization of our school system and the development of school laws. By the aid of these one may interpret law in the light of the principles that underlie our form of government, and may also estimate its value as fairly or unfairly representing the principles of the government. For this purpose we shall introduce the subject of school law in Minnesota by an examination of several of these important facts and principles.

I. *State Systems.* Education in the United States is organized in state systems. The sovereign state reserves to itself the education of its youth. The traditions, ideals and culture that make for citizenship are jealously retained and controlled by the state. So positive is this sentiment that when, a few years ago, a bill was introduced in Congress (the Hoar Bill) proposing a large government appropriation annually for the support of common schools, and on the basis of illiteracy—the most needy receiving the largest appropriations—the southern states,

which would have received the largest amounts, and were in the greatest need, rejected it on the ground, that impliedly it compromised their sovereignty in education, and allowed the general government to interpose its authority in the management of their schools. Systems of education are seldom national. There is no German system of education; but a Prussian system and a Saxon system. There is no British system, but an English, Scotch, and Ontario system,—but no Canadian.

The state, the church and the family are the educating authorities of our country. The relation of the general government to education as conducted by the states is in no sense authoritative. It is vitally interested, and exerts great influence upon education, but as we shall see, it does all indirectly by its encouragement and financial aid, and by the information which it disseminates among the people.

II. *A Democratic System.* It is important that we keep in mind that ours is a government by the people. Under a monarchical government authoritative direction and power are centralized in the crown. For good or for evil, this gives the monarch and his government entire control without regard to what the people know or desire. This centralization facilitates system

and discipline. The wisdom of the government may be put into immediate execution without the delay and compromises that the ignorance and divided interests of the people might interpose. But ours is a democratic system. What we have is what the people demand, and until the wisest can so convince the people that together they rise to a higher plane of understanding, we cannot advance. In education, the people have conferred authority upon the state in their Constitution. Within the limitations of this Constitution the state exercises its jurisdiction. This authority is expressed in Section 1, Article VIII of the Constitution in these words: "It shall be the duty of the legislature to establish a general and uniform system of public schools." This delegation of authority is as comprehensive as it is brief. In effect it confers upon the legislature complete authority to determine what constitutes "a general and uniform system of public schools," and to enact all legislation necessary to effect that which is required. In this, then, the state is made the source of authority by the people themselves, and in the development of the system the distribution of power and authority is by the state, even when it is conferred back upon the people themselves.

And now in this distribution of authority and

duties we must keep in mind the fact already noted, that ours is a democratic and not a centralized monarchial form of government. We must not set for ourselves the system or the methods of German administration as a guide and standard for our own. Hence, we must note several democratic principles that govern in this distribution of school duties and authority.

III. *General Principles.*

1. Authority and responsibility must be kept as near the people as possible. This is the very opposite to that of a centralized monarchial system. In the latter, the people are subordinate to and serve the government; in the former they act for themselves and assume responsibility of judgment and action as far as practicable. This is the presumption, and when these duties are removed farther from them it must be for good reasons that commend themselves to public sentiment. The bearing of this will appear when we come to consider the assignment of duties and offices to the people, to school boards, to county officers, the state retaining and exercising certain authority directly.

2. The state represents the maturest public sentiment which can be effectively incorporated in its institutions. It takes comprehensive views of social conditions. It is informed upon the

experiences and methods of other states. It has authority by which general conditions may be effected, and which cannot be done by the people in any other capacity. For these reasons the state assumes direct authority in the following matters:

(1) It requires uniformity of administration. In the formation of school districts, in the election of officers and in their duties and methods of doing business, in all of which the state defines what shall be done. The necessity of this is too obvious to require explanation.

(2) It guarantees the honest and economical use of means in requiring bonds of school officers, in making reports, in selecting qualified teachers and in requiring competent supervision of schools, and in compelling children to attend the school provided for them.

(3) It protects the rights of individuals against unjust impositions. For example, it fixes a maximum limit of taxation for school purposes; it establishes the claims of the teacher to pay for service; it requires a minimum term of school, and authorizes the school board to levy a sufficient tax to support it, if not voted at the annual meeting. So the poor cannot over-tax the rich, neither can the rich prevent schools for the poor. It equalizes the burdens of tax-

ation. This it does in the district, by requiring that the property of the district shall bear the burden of education; also, in the state, requiring that the wealth of the state shall bear its share of the expenses of education.

(4) It goes beyond the reach of authority and encourages where it cannot compel, and stimulates by the assistance offered for excellence. It provides institutes and schools of instruction for teachers; it offers additional support to districts that make special efforts to conduct good schools; it shares expenses in the purchase of good libraries.

(5) It establishes and undertakes the entire support of higher institutions of learning that are wholly beyond the needs and abilities of any subdivision of the state, and yet are essential to the larger administration of state affairs, both politically and industrially. Such are the state normal schools and the state university, including its several departments.

3. In the distribution of authority the state recognizes two distinct social conditions, each of which has its characteristics, and which must be considered in adapting a school system to the needs of the people. These are, rural and urban.

(1) *Rural Society and Schools.*

Country life is marked by its simplicity and freedom. It has few restraints and few compromises that come from closer organization and coöperation. The unit of social life is the neighborhood. In this the spirit is democratic rather than representative. Every man is interested in and exercises his judgment in every matter of public concern, and often in much that is merely private. In rural life the people being accustomed to look individually after their own affairs, delegated authority is limited, and expert skill in a systematic administration of public interests is not developed to a great degree. Accustomed to manage their own affairs, the people do not realize the importance of careful supervision as their relations and interests become organized and complex. They are, therefore, often indifferent and opposed to a strict superintendence of their schools.

The prosperity and success of rural affairs is guaranteed more by the native integrity and honesty of the people than by exact and scientific methods of doing business and rendering accounts. In view of these facts and conditions, in the organization of rural schools by the state, the neighborhood is made the unit of administration. The people in annual meeting have large

powers in electing officers, voting taxes, fixing the school term, expenditure for equipment, and in auditing the accounts of officers. The school board has quite limited authority, in selecting teachers, and in expending the money of the district for salaries, equipment, buildings, etc., as directed by the people at the annual meeting. The supervision of the schools is assigned to an officer of the county to whom teachers and school officers make their respective reports.

(2) *Urban Society and Schools.*

The complexity of urban life requires a subdivision of labor, interdependence and coöperation, in which each serves the many, and in turn receives the more from this community of interest. This requires a concession of many individual rights, a delegation of authority to individuals, who shall represent the whole and who shall be responsible for the faithful discharge of public trusts committed to them.

The unit of this society is the municipality, and its citizens are accustomed to limit their personal attention within the narrow boundaries of their own business, family and social circle, and to be content with a general knowledge of public affairs as conducted by those whom they have chosen to represent them.

This being the case, the state makes the mu-

nicipality the territorial unit of education. It provides for the election of a board of education by the people; and beyond this, within certain limitations fixed by the state, assigns to this board all other duties, as the voting of taxes, building school houses and equipping them, selecting teachers and superintendents, and making all rules for the conduct of the school, both in discipline and instruction. This is sufficient to illustrate the general principle in the administration of urban districts. The application of this principle to special districts need not be mentioned in this place.

4. *The General Government in Education.*

Although the general government has no authoritative relation to state systems of education, its influence has been no less potent in the encouragement it has given to every department of education. It has stimulated the people to great effort and large expenditures by the large grants of land made to public schools and universities, and of lands and money to industrial schools and colleges. It has given direction to education through the advisory influence of its Commissioner of Education of the Bureau of the Interior (Hon. Wm. T. Harris, the present incumbent), by his personal addresses and contributions, and by the selected

educational literature of the world, issued by the department to every educational center of the country.

These are the guiding principles in the interpretation and estimate of school legislation. With these before us we may gain an understanding of the laws we have, and may form a reasonable judgment of changes that promise to embody more exactly the fundamental principles upon which our system is founded. We shall see that the spirit of our system is not only to secure better schools for the children, but also to educate and elevate public sentiment. Everything the people can do they are left to do; and what is done for them is with a view to enabling them to do more for themselves, both in a higher appreciation of their interests and responsibilities, and also a corresponding expenditure of labor and money for the support of education.

These results are the compensations for the incomplete and irregular character of our education, for the waste of money, and the superficial views that so largely characterize our school administration. The education of an administrative, democratic people is slow, but it is worth all the time, experimentation and money it costs.

CHAPTER II.

TERRITORIAL UNITS. DISTRICT BOUNDARIES.

I. RURAL DISTRICTS.

In the organization of the state, the township was recognized as the unit of administration. The government grant was in two sections (16 and 36) of each township (Enabling Act, passed Feb. 26, 1857); and the state Constitution (Art. VIII, Sec. 3) provides that "The legislature shall make such provision" as "will secure a thorough and efficient system of public schools in each township of the state." In effect, however, the neighborhood, into which social life naturally crystalizes, was made the unit.

1. *Organization and Change of Boundaries.*

Common school districts are organized by authority of the county commissioners of the county in which the district is located, (§16) and, in case of joint districts, by the joint action of the commissioners of the counties concerned (§§16, 20).

2. *Petitions for organization must contain:—*

(1) A description of the territory to be embraced in the proposed district.

(2) The number of persons, and the number of

- children between five and twenty-one years of age residing in the same.

(3) The districts affected by the proposed change, together with the number of children of school age in each, and also the number of such children to be taken from such districts respectively.

(4) It must have the signatures of a majority of free holders residing within the territory of the proposed new district who are entitled to vote at school meetings of their respective districts. These signatures must be made before some person authorized to take acknowledgment (§17).

(5) Upon the presentation of this petition the county commissioners shall appoint a time and place of hearing, shall cause to be posted a notice thereof in each district affected, at least ten days before the time of hearing, and also cause to be served a like notice upon the clerk of each district affected (§18).

Provision is also made for appeal to the district court by any freeholder aggrieved (§19); also, in case of division, for an equitable division of school property and obligations in buildings, moneys and bonds (§§22, 23).

School districts may not be organized with less than twelve children of school age (§24).

Special provision is made for the relief of families by the organization of a new district, in the discretion of the commissioners, when the school of the district in which they reside is inaccessible (§28).

(6) Consolidation into Independent Districts.

Whenever a petition signed by a majority of the resident freeholders of each of two or more districts which are proposed to be organized into one independent district, duly certified to by their respective clerks, is presented to the county superintendent, he shall cause written or printed notices to be posted in three public places in each of the districts, requesting the qualified voters to assemble at some specified place in each district at the same date, not sooner than ten days after the notice, for the purpose of voting upon the matter stated in the petition (§§211, 212).

The electors in favor of the proposed consolidation shall cast ballots with the words "Independent district, yes," and those opposed, with the words "Independent district, no."

If a majority of each district favor such consolidation, the county superintendent shall, within ten days, certify the same to the county auditor or auditors, which fact shall immediately be entered upon his or their records (§215).

Within thirty days after the first meetings the county superintendent shall post five notices in public places of the newly organized independent district, requesting the electors to assemble at some specified place, and a time not sooner than ten days after the notice for the purpose of electing a board of education. The laws governing independent districts will govern in such district when not inconsistent with the provisions of this act.

3. *Transportation.*

The board of education of any district organized under this act shall have power to provide for the transportation of children to and from school at public expense, provided that every person employed for this purpose shall give a reasonable bond for the faithful discharge of his duties (§§216-217).¹

¹Laws of 1903. (1) One or more districts adjoining a district maintaining a state graded school or a state high school may be consolidated with that district upon a majority vote taken and duly certified to by the county superintendent. Such consolidated district shall have power to provide for the transportation of children to and from school at public expense.

(2) The trustees of any school district may, when deemed best, dispense with holding a school, and may arrange with an adjoining district for the instruction of the children of said district. It shall be the duty of the

II. INDEPENDENT AND SPECIAL DISTRICTS— MUNICIPALITY UNIT.

The general basis of organized independent and special districts is the larger municipal unit, which is political and industrial rather than social, as is the neighborhood. This allows larger territory, as of two or more common school districts, to organize upon the same plan. The following are the general provisions of the statute.

1. Any incorporated city, town or village may be organized as an independent school district. It may or may not include common school district territory lying outside the boundaries of the municipality (§173).

2. One or more school districts may be organized into an independent district, provided (1) said territory contains not less than five hun-

trustees of such district to provide for the transportation of the children to and from the school to which they are assigned, and at the expense of the district. A separate record shall be kept and report made of these children, so that the state apportionment shall be made to the district in which they reside.

(3) A special or independent school district in a city having over fifty thousand inhabitants may provide for the free transportation to and from school of children living more than one mile from a graded school.

dred inhabitants, and (2) said territory does not exceed "six miles square" (§173).

3. *Method of Organization of Independent Districts.*

(1) Written notices must be signed by not less than six resident freeholders of the contemplated district appointing time and place of meeting of all qualified electors, then and there to vote by ballot for or against organization. These notices must be posted in three public places and at least ten days prior to said meeting.

(2) At this meeting, after the appointment of presiding officers, chairman, assistant chairman and clerk, who shall also be judges of said election, all electors in favor of said organization shall write "Independent district, Yes," upon their ballots; and those opposed shall write "Independent district, No" (§175).

(3) In case a majority of votes are cast in favor of such organization, a second meeting is called by the chairman and clerk within twenty days at the same place by a notice posted at least ten days previous. At this second meeting there shall be chosen by ballot six directors, who shall serve until the time of the regular annual meeting, the third Saturday in July, at which time six directors shall be chosen, two for one year, two for two years, and two for three years; and

annually thereafter two directors shall be chosen to serve for three years or until their successors are elected and qualified (§176).

4. Special districts are such as are organized under a special charter, which specifies all that pertains to the territory included, and the duties and authority of the board of education. In general the special school district follows the plan of the independent district. The constitutional amendment, adopted 1892, forbids special legislation.

5. *Changes in Boundaries.*

The boundaries of all districts, rural, independent and special, are changed under a uniform law. The county commissioners have power under prescribed conditions to change the boundaries of districts, as follows :

(1) Petitions shall be presented by one or more persons.

(2) Notice, verified by affidavit, shall be posted by the county commissioners in each district affected, setting forth the substance of the petition, and fixing time and place of hearing in each district affected; and shall also cause to be served a copy upon the clerk of each district affected at least ten days previous to the time of hearing (§37).

(3) If the prayer of the petitioners is granted,

an exact record shall be entered upon the books of the commissioners, and a copy of the same sent to the clerk of each district affected (§38).

(4) A petition for a rehearing may be filed with the county auditor within twenty days of the time when the commissioners entered their order by any five or more voters who are resident freeholders and are aggrieved by the proposed change. Said petition shall be presented at the next meeting of the commissioners, and after due notice has been filed with the clerks of the affected districts, the petition shall be considered and decision rendered (§38).¹

§ 1. If parents are residents of a district in good faith their children are entitled to its privileges. Intention must be decided by the avowed purpose of a party.

A minor who is a bona fide resident, although his parents reside in another district, is entitled to tuition in the district.

§ 30. Women may be made eligible to a school office without giving them the right to vote.

A woman who is entitled to vote and is a freeholder may sign petitions and remonstrances respecting the formation and alteration of school districts.

The citizenship of a foreign born woman, when married is established with that of her husband.

CHAPTER III.

SCHOOL ADMINISTRATION.

A. ADMINISTRATION OF RURAL SCHOOLS.

I. *Powers of the Electors at Annual and Special Meetings.*

At the annual meeting, held on the third Saturday in July, the voters have authority:

1. To appoint a moderator; and adjourn from time to time.

2. To elect by ballot a director, a clerk and a treasurer, and each one for three years in such order that the term of but one shall expire each year.

3. To designate a site for a school house; also, to change the site upon certain prescribed conditions (§45, Fourth).

4. To vote tax for support of the school; to purchase, build or hire a school house when necessary; to provide for necessary repairs, furniture, library, apparatus and fuel (§45).

5. The tax levy in any one year for building a school house, leasing or procuring a site, shall not exceed eight mills on the dollar. But in case this limit will not produce the sum of six hundred dollars, the limit may be raised to pro-

duce said sum, provided that the limit of twenty-five mills shall not be exceeded (§45).

By authority of the General Tax Law "There shall be levied annually" as voted by the district, not to exceed fifteen mills for the support of the school or ten mills for the erection of a school house.

6. In effect, and indirectly, the annual meeting determines the length of the school term beyond five months—that required by law—by the tax voted for its support.

Duties assigned to the trustees cannot be assumed by the annual meeting.

7. *Voters.*

The persons entitled to vote at the annual meeting are (1) Bona fide residents in the districts.

(2) Freeholders, or those holding real property. These only are authorized to call special meetings; to sign petitions for a change of district boundary; to sign petitions for rehearing in change of district boundaries, and to sign petitions to consolidate districts (§§17, 38, 63, 212).

(3) A woman is a legal voter at any election or meeting in the school district in which she has had a residence for ten days, provided she is twenty-one years of age and upwards, belong-

ing to either of the classes mentioned in section one of Article seven of the Constitution of the State of Minnesota, and has resided in the United States one year, and in the state four months. She may vote upon any measure relating to schools, and shall be eligible to hold any office pertaining solely to the management of public schools (§30).

If she is a freeholder she has the rights of a freeholder in the signing of petitions, remonstrances and the like (§39).

II. *School Board.*

Election and Qualification.

In each common school district there shall be a director, a treasurer and a clerk, to be elected by ballot at the annual school meeting, and for a term of three years and until their successors are elected and qualified. The elections shall be so arranged that but one of these three will be elected each year. If an officer is not elected to fill the vacancy at any annual meeting the incumbent shall continue in office till the next annual meeting, when the vacancy shall be filled for the unexpired term. And if a vacancy occurs during a term, the remaining trustees shall fill the vacancy until the next annual meeting, when the vacancy shall be filled for the unexpired term.

Within ten days after notice of election is served by the district clerk, the person elected shall file his acceptance in the office of the clerk. His oath may be filed later within a reasonable time. The treasurer must also file his bond with sufficient sureties for double the amount that will come into his hands during his term of service (§§49, 50, 51, 59).

I. *Duties of the Board.*

These three officers constitute a board of trustees. They shall have general charge of the schools and schoolhouses in their district.

(1) They shall hire legally qualified teachers, shall make written contracts with such teachers, specifying term of service and wages per month. In case a teacher is related by blood or marriage to either of the trustees he can be engaged only upon the unanimous vote of the board, duly entered on the clerk's record.

(2) They shall make all necessary provision for the school in fuel, repairs and the like for a term of at least five months, and for such further time as the district may direct; but they are prohibited from incurring indebtedness.

If no provision by tax voted has been made by the annual meeting, the trustees are authorized to levy a tax sufficient to maintain a five months school (§§52(a), 57).

(3) When authorized by a vote of the district they shall lease, purchase, sell or exchange school house or site; and with funds provided for that purpose they shall build, hire or purchase a suitable school house (§52).

(4) When authorized by a two-thirds vote of all legal voters present at a legally called special meeting or any annual meeting, the trustees may issue the bonds of the district, to be payable within fifteen years, and bearing interest not to exceed seven per cent. (§75).

(5) The board of trustees or board of education is authorized to select, adopt or contract for text books needful for the use of the school under its charge, and to purchase the same and provide for the loan free of charge, or sale at cost to pupils of the school, provided that no adoption or contract shall be for a period of less than three nor more than five years (§296).

2. *Duties of the Clerk.*

(1) The clerk shall act as clerk in all district meetings, and shall keep a record of the proceedings of the district meetings; of board meetings; of all reports to the county auditor and county superintendent; of the term reports as they appear in teachers' registers, and shall deliver the same to his successor in office (§62).

(2) He shall give ten days notice of each an-

nual and special meeting by posting three notices in conspicuous places.

(3) On or before the tenth day of August annually he shall make a certified and detailed report on a blank provided, showing the financial condition of the district as required in the blank furnished. He shall also report to the county superintendent the time of the commencement of each term, two weeks before the said commencement (§64).

(4) On or before the tenth of October he shall annually furnish the County Auditor an attested copy of his district showing the amount of money voted by the district for school purposes, and any amount levied by the trustees without the vote of the district (§67).

(5) He shall draw all orders on the treasurer of the district for the payment of teachers wages and for other lawful purposes,—each order to be numbered, dated, purpose stated for which it was drawn, and attested by the director (§70).

(6) The clerk shall receive pay at the rate of two per cent on cash disbursements of the year, provided that the amount shall not exceed six dollars except by direct vote of the district (§66).

3. *Duties of the Treasurer.*

(1) The treasurer shall file a bond with sufficient sureties to be accepted by the clerk and

director, for two-thirds of the amount of money estimated as coming into his hands during his term (§59).

(2) He shall receive and pay out all moneys detailed account of the same (§61).

belonging to the district, keeping an accurate and

(3) Three days before the annual meeting he shall file with the clerk of the district a detailed report of all receipts of moneys from all sources and of all disbursements accompanied with vouchers therefor.

His report shall be audited by the clerk and director, and, if found correct be indorsed by them, and be so reported to the annual meeting for its approval, upon which the annual meeting may authorize the clerk to issue an order in favor of the treasurer to an amount not exceeding two per cent on all orders regularly drawn and paid by him during the year (§60).¹

4. *Duties of the Director.*

The duties of the director are less individual than of the clerk and treasurer. He acts as a

¹§ 45. The acts of district officers are limited in mode manner and subject matter, by the authority conferred in the statute. Hence they cannot contract for the erection or lease of a school house; neither can they locate a school house without the authority of the district meeting. Likewise, the district meeting, under corresponding limitations, cannot select the teacher or fix his salary.

member of the board in the duties that belong to that body, and which have already been considered. As director he approves the bond of the treasurer, attests orders issued by the clerk, and with the clerk audits the report of the treasurer. When actions are brought against the district, and no other provision has been made by a lawful meeting of the legal voters the director shall appear in behalf of his district (§289).

In the enforcement of the compulsory education law it is made the duty of the director, as well as of the president of the board of education, to inquire into all cases of neglect, and if they are apparent and without reasonable excuse, he shall proceed to secure the prosecution of the same. If he neglects to secure prosecution for such offense within ten days after written notice has been served upon him by any taxpayer of his district, he shall be liable to a fine of not less than twenty nor more than fifty dollars, unless the person complained of has been excused by the district board (§287).

III. *Teachers.*

I. *Qualifications.*

A legally qualified teacher is one who holds a certificate from an authorized officer or institution, authorizing him to teach in a given school or class of schools for a given length of time

(§§279, 52a). (See Certificates and Examinations.)

2. *Contracts.*

(1) A teacher having been elected by a board of trustees at a meeting called for that purpose may make a written contract naming wages, and the beginning and length of the term of service (§52a). It should specify the time when salaries will be due and paid, whether monthly or at the close of the term.

(2) The wages of teachers shall be paid out of moneys raised or apportioned for that purpose, and that in the order of the terms of their service (§72).

(3) When an order on the treasurer for teacher's wages is presented, and not paid for want of funds, the treasurer shall endorse upon the back, "Not paid, for want of funds," with date of endorsement and the signature of the treasurer. Such order shall then bear seven per cent interest until the treasurer serves a written notice upon the payee or his assignee, personally or by mail, that he is prepared to pay such order. In case the address is unknown to the treasurer and the notice cannot be served, the order shall not draw interest beyond the time when the funds are in the hands of the treasurer for its payment (§70). This makes it incumbent upon

the payee that his address shall always be in the possession of the treasurer.

The revoking of a certificate is in effect the annulling of the contract. (See County Superintendents—Duties.)

3. *Terms of School.*

A school month consists of twenty days or four weeks of five days each (§106).

The following are the legal holidays on which no teacher shall be required to teach school. Any contract to the contrary is void and no deduction from the teacher's salary can be made by reason of such cessation of school. Christmas; New Years; Lincoln's birthday—February twelfth; Washington's birthday—February twenty-second; Soldiers' Memorial day—April thirtieth; Labor day—first Monday in September; Thanksgiving day—uniformly the last Thursday in November.

4. *Duties.*

(1) In a register furnished by the clerk of the district, the teacher shall keep a record of names and daily attendance of all scholars, checking names of all who are under five or over twenty-one years of age, and all who are charged tuition. Of those between five and twenty-one his record must enable him to report them in three classes; (a) those between five and eight

years; (b) those between eight and fifteen years; and, (c) ~~those between fifteen and twenty-one~~ years.

(2) The teacher shall make detailed report as required by law, and as instructed in blanks furnished him to the county superintendent of schools within ten days after the close of the first term in the school year, August first. To ensure promptness in making these reports, the clerk is prohibited from drawing an order for the teacher's salary for the last month until this report has been properly made and returned to the clerk (§164).

(3) Teachers shall give regular and systematic instruction in physiology and hygiene including special reference to the effects of stimulants and narcotics upon the human system. Neglect to obey this law is sufficient cause for annulling the certificate of the offending teacher by the county superintendent (§367).¹

¹§ 52a. A teacher's contract is valid as long as he holds a valid certificate. It is not invalidated by the expiration of a certificate, provided another is obtained before the expiration of the former.

A verbal teacher's contract cannot be enforced.

A written teacher's contract is not valid if not voted at a board meeting as provided by the statute.

§ 70. School orders may be paid by the treasurer without the signature of the clerk, but not without the signature of the director.

§ 109. In common school districts the authority to

IV. *Superintendence.*

1. *Election.*

In the supervision of rural schools the unit is the county, and the officer is known as the county superintendent of schools.

The county superintendent of schools is elected biennially by the voters of the county at the general state election on the first Tuesday after the first Monday in November. He qualifies and assumes the duties of the office on the first Monday of January following. His term of service is two years, and until his successor is elected and qualified (§147). In case of vacancy the county commissioners shall appoint some person to serve till the next general election (§148).¹

2. *Salary and Expenses.*

The annual salary of the county superintendent shall be fixed by the county commissioners, at a rate not less than ten dollars for each organized district in the county, and not to ex-

examine, grade and assign studies to pupils rests wholly with the teacher. The law prescribes what studies may and shall be taught. The trustees are required to visit the schools, and to give advice to the teacher when necessary, and to have general charge of the schools and schoolhouses. Under this general provision they may doubtless expel unruly and incorrigible pupils; but the management of the schools rests wholly with the teacher.

¹By constitutional amendment (1883) the terms of all state officers were made to begin on January first.

ceed eighteen hundred dollars.

In counties in which the salary of the superintendent exceeds twelve hundred dollars, the county commissioners are authorized to allow a reasonable sum for travelling expenses and the keeping of a team, but not to exceed two hundred and fifty dollars (§151).

He shall be furnished by the county auditor with necessary stationery for examinations and official correspondence. Bills for postage for official correspondence, express charges, and the printing of notices, circulars, questions and reports pertaining to his office shall be paid by the county, provided that all required reports of school visitation have been filed with the county auditor (§150).

3. *Duties.*

(1) The county superintendent shall conduct examinations for state teachers' certificates in his county, either in person or by proxy, upon questions prepared by and under regulations prescribed by the state superintendent of public instruction, and transmit the examination papers to the department of public instruction for estimate and grading by the state superintendent.

(2) He may issue a second grade certificate good for one year to applicants not under seven-

teen (17) years of age, who have passed the scholastic examination given by the state superintendent of public instruction.

He may, on his own examination, issue his own certificate of the third grade, but valid only in a given district specified in the certificate and for one year, not renewable without examination, and not to be issued a third time to the same person in the same district (§265).

He may issue on his own examination a certificate of any grade to applicants who present satisfactory proof that they were unable to be present at the public examination. Such certificate shall be valid only in a district specified on its face and until the next succeeding public examination (§267).

(3) Supervision of Semi-graded Schools.

Of the schools under the supervision of the county superintendent it is provided that any common school district or public school in any hamlet or village or any township graded school may receive special state aid for each school building wherein school has been held as required, according to the following conditions.

(a) School shall have been maintained at least eight months for the school year next preceding that for which aid is granted.

(b) It shall be well organized, having two departments under efficient teachers, at least one of whom shall hold a first grade certificate or a diploma, valid as a certificate, from the advanced course of a normal school of this state, or a diploma from the advanced course of a normal school of another state approved by the state superintendent, or a professional state certificate, and all other departments shall be taught by teachers holding at least a second grade certificate.

(c) It shall have suitable building, outhouses, library and apparatus.

(d) It shall have an orderly course of study, and shall comply with the rules of the superintendent of public instruction (§§234, 235), Applications for aid must be made to the superintendent of public instruction through the county superintendent, and with his indorsement and certificate that all required conditions have been complied with (§236). Upon proper application and certification the state superintendent shall apportion to each of such semi-graded schools the sum of two hundred (200) dollars, provided that in case the amount available is not sufficient to apportion the full amount to each school, then the amount available shall be apportioned

pro rata among all schools entitled thereto (§237).¹

(4) Supervision of State Rural Schools.

Of the rural schools under the supervision of the county superintendent, it is provided that any common school district not located in an incorporated village or city may receive state aid for each school building wherein school has been held as required, according to the following conditions:

(a) School shall have been maintained at least eight months during the year preceding that for which aid is granted.

(b) It must be taught by a teacher holding a first grade certificate, or a diploma from a normal school of this state or a diploma of another state approved by the state superintendent of public instruction.

It must have a suitable school building, out houses, library and other necessary apparatus.

(c) Application for aid must be made to the superintendent of public instruction through and with the indorsement and recommendation of the county superintendent of schools certifying that all required conditions have been complied with (§§240, 241, 242).

¹Law of 1903. State semi-graded schools may receive \$250 each. Appropriation, \$67,000.

Upon proper application and certification, the state superintendent shall apportion to each of such schools the sum of one hundred (100)¹ dollars, provided that in case the amount available is not sufficient to apportion the full amount to each school, then the amount available shall be apportioned pro rata among all the schools entitled thereto (§243).

(5) His relation to the state high school board shall be the same as that of a principal or superintendent of the schools; and upon his application to said state board, examinations or tests shall be granted to common district schools, and to schools of independent and special districts, even though not under the supervision of the state high school board. And under the supervision of said board he shall establish a regular and orderly course of study that shall fully meet the requirements of said examination or tests (§153).

(6) He may cite for re-examination any teacher upon satisfactory evidence that such teacher is without good moral character or without sufficient learning and ability to teach a common school. Upon refusal by such teacher to appear for re-examination when summoned, the superintendent shall revoke the certificate

¹Law of 1903. State rural schools may receive \$125 each. Appropriation, \$100,000.

held by him, filing a statement of this act in the office of the district clerk, and delivering a copy of the same to the person whose certificate is revoked (§157).

(7) He shall forward to clerks of districts and to teachers of schools all required blanks furnished by the state superintendent (§158).

(8) He shall visit each school of his county at least once in each year, and give such advice to the teacher as may seem necessary (§152).

And on the first day of July, October, January and April of each year he shall file with the county auditor a statement of the number of schools visited the preceding quarter, together with the numbers of the districts and dates of visitation (§150).

(9) He shall report to the county auditor on the day preceding the last Wednesday of October in each year an abstract of the number of scholars enrolled in each school within the year and entitled to be counted for apportionment from the current school fund, together with the length of each school in months (§160.)

(10) On the twentieth day of September in each year he shall report to the state superintendent the number of different scholars between the ages of five and twenty-one years properly enrolled in the school of each district. This re-

port must also contain such other tabulated matter as is required by the blanks provided by the state superintendent (§159).

(11) A superintendent failing to make the required reports to the auditor and state superintendent, upon which depend the apportionments of the state to the counties and districts, shall be guilty of misdemeanor, and shall forfeit for each omission the sum of fifty dollars, to be deducted from his salary by the county commissioners (§163).

(12) Upon retiring from office the superintendent shall deliver to the auditor, for his successor, all records of his office, including a list of the school district clerks with their post office addresses, a list of all common school teachers under contract in any district, and all records, blanks and other property belonging to his office and in his possession. Full payment of his salary by the county auditor shall not be made until he has complied with this requirement (§149).

B. INDEPENDENT DISTRICTS.

1. The electors of an independent district, having exercised their authority in its organization as indicated in Chapter II, page 30, have the following duties:

(1) They shall annually on the third Saturday in July, elect two directors, whose terms of office shall be for three years, and until their successors are elected and qualified (§176). They shall also fill vacancies by election for the unexpired term (§181).

(2) At a meeting regularly called by the directors they shall vote (a) for or against the erection of a school house and the purchase of a site therefor, and (b) the amount of money to be raised for the purpose aforesaid.¹

(3) At a meeting called and held in the manner as nearly as may be for the purpose of organizing independent districts, and by a two-thirds vote of the legal voters at such election, any independent district organized under Chapter 36 of the General Statutes of 1878, or under any special law of this state may dissolve its organization (§208).

(4) In cities of less than fifty thousand inhabitants, upon petition of twenty-five per cent of the

¹Law of 1903. The legal voters of any town in the state forming part of a common school district containing twenty or more townships may elect a town school superintendent, whose duty it shall be to advise the board regarding school properties and supplies, and hiring teachers. He shall also look after truants, visit the schools and report conditions to the trustees.

legal voters, estimated from the last general election, the school board may be increased to two members for each ward, whose term of office shall be for two years or until their successors are elected and qualified (§§202, 203, 204).

(5) School districts with over fifty thousand (50,000) inhabitants, may vote, in addition to other sums authorized by law, a tax not exceeding three mills, two and a half mills of which may be appropriated to the general maintenance, and the remainder to the erection, repair, furnishing and fitting of school buildings, and the purchase of school sites, and for no other purpose; but the total tax levy for the maintenance of schools shall not exceed eight mills for any one year (§47).

(6) In cities of less than ten thousand (10,000) inhabitants, and in which taxes are levied by the city council, it shall be the duty of such council, when the boundaries of the district are coterminous with those of corporate limits of the city, to levy a tax sufficient to cover deficiencies as estimated and reported to them by the board of education, provided that said tax levy for any financial school year shall not exceed fifteen mills (§378a).

2. Organization of the Board.

Within ten days after their election, and an-

nually thereafter on the first Saturday of August, the board shall meet and organize by choosing a president, a clerk and a treasurer for a term of one year and until their successors are elected and qualified (§178).

3. *Powers and Duties of Boards of Education.*

(1) To establish and organize grades of schools.

(2) To provide rooms, buildings and grounds for schools.

(3) When authorized by the district to purchase and erect school houses and purchase sites for the same.

(4) To provide fuel, furniture, apparatus and other appendages for school houses.

(5) To provide for repairs, care and insurance.

(6) To contract with, employ and pay teachers legally qualified and to discharge the same.

(7) To defray the expenses of the board, pay clerk, treasurer and superintendent, printing, record books, stationery and necessary incidental expenses.

(8) To superintend and manage in all respects all that pertains to the schools in organization, government, instruction, records, text-books, courses of study and the admission and expulsion of pupils.

(9) To make rules for the protection of property of the district.

(10) To make and change rules for its own government and the duties of its officers.

(11) To provide for the prompt payment of indebtedness by a levy of the necessary tax.

(12) To provide for examiners the required blank forms of certificates.

(13) To execute and deliver deeds, mortgages, releases and other instruments when duly authorized by a vote of the district (§198).

(14) To estimate the amount required to support the school including all necessary expenses, excepting for the erection of school houses and the purchase of sites, and on or before October tenth of each year report the same to the county auditor to be assessed, collected and paid over to the treasurer of the district (§199).

(15) To issue bonds for amounts authorized by the vote of the district, which bonds shall be signed by the president and clerk of the board, and be made payable at such time, not exceeding fifteen years, as the board may direct, and with interest not to exceed five per cent, and not to be sold at less than their par value (§192).

(16) To make accurate and detailed report to

the annual meeting of all receipts and disbursements (§200).

(17) To elect by ballot, in their discretion a superintendent, who shall hold his office during the pleasure of the board, and at such compensation as shall be fixed by the board (§178).

(18) To fix the compensation of the clerk and treasurer (§179.)

(19) To fill vacancies until the next annual district meeting (§181).

(20) To establish kindergartens for children of the ages between four and five years, to be supported, the same as other grades, also to employ kindergarten teachers holding legal certificates (§§200, 201).¹

4. *Duties of the Clerk* (§187).

(1) To keep record of the proceedings of district and board meetings; and of all reports made by him; and of all expenses of the district; and of the inventory of all property of the dis-

§ 111. Boards of education and of health have power in the interest of the public health to require vaccination as a pre-requisite to the entrance of children in the schools.

¹Law of 1903. Boards of education of over 50,000 inhabitants may make rules for the examination of teachers, for the government and grading of their schools, for books to be used and for the courses of instruction.

trict. He shall also keep all records, books and papers belonging to his office.

(2) To report to the county auditor on or before the tenth of October annually the amount voted for school purposes by the district or by the board of education.

(3) To give notice of all meetings of the district.

(4) To draw and sign orders upon the treasurer for the payment of money when so ordered by the board.

(5) To transmit on or before the tenth of August annually a written detailed report to the county superintendent of schools of receipts and disbursements within the year as required by the blank form furnished by the department of public instruction.

5. *Duties of the Treasurer* (§189).

(1) To execute a bond before entering upon the duties of his office in double the estimated amount of money which will come into his hands as treasurer within the year. This bond shall be signed by two sureties approved by the board, and shall be filed with the clerk of the board.

(2) To receive and pay out all moneys belonging to the district upon the order of the board, and keep an accurate account of each fund coming into his hands.

(3) To file with the clerk within three days preceding the annual meeting a written and detailed report of all receipts and disbursements during the year; said report to be audited by the board and entered upon their records. He shall also make such additional reports as may be required by the board.

(4) To pay to his successor in office, upon demand, all money in his hands, and perform such other duties as may be ordered by the board.

6. *The Superintendent of Schools.*

(1) Is elected by the board and receives compensation as the board votes and determines. He is ex-officio a member of the board, but without a vote (§178).

(2) He is required to visit the schools of the district, to superintend the grading, the examinations for promotion, and perform such other duties as may be required of the board; and shall make report to the board as often as they require (§185).

(3) He shall make to the state superintendent of public instruction, directly, or through the county superintendent of schools, such reports as may be required.

C. SPECIAL DISTRICTS.

1. Previous to the adoption of the constitutional amendment (1883) prohibiting special legis-

lation, many districts were organized under special charters enumerating boundaries, organization and powers of electors and of officers. In general, they have followed the plan of independent districts in their administration, in some cases, however, curtailing the authority of the board especially in levying taxes, and in conferring greater authority upon the annual meeting.

2. They are generally corporate bodies (§177), but may be only administrative under the authority of the common council. As examples of the two types we present in parallel columns the outlines of the system of Minneapolis, representing the usual organization as corporate bodies, and of St. Paul, representing the second type, in which the powers of the board are limited, and administered under the mayor and common council of the city.

CONSTITUTION OF THE LOCAL EDUCATIONAL AUTHORITY IN THE
CITIES OF MINNEAPOLIS AND ST. PAUL.*

MINNEAPOLIS

ST. PAUL

Name of Educational Authority

Board of Education.

Board of School Inspectors.

Number of Members. How Elected.

The Board of Education consists of 7 School Directors elected by the people at the time of, and as a part of, the general biennial election for State and County Officers, but on a separate ballot.

The Board of School Inspectors consists of seven persons appointed by the Mayor.

*Compiled from the Report of the Commissioner of Education (U. S. A.), 1895-96, Vol. I., Chap. I., Laws relating to City School Boards.

Term of Office.

The term of office is six years, two school directors being elected every two years, except every sixth year, when three are elected.

The term of office is three years, two School Inspectors being appointed every year except every third year, when three are appointed.

Vacancies, how filled.

Vacancies are filled at the next annual election for the unexpired term of office.

Vacancies are filled by the Mayor for the unexpired term of office.

Officers of the Board.

The Officers consist of a President and Secretary, who must be School Directors. The City Treasurer and City Controller are Treasurer and Controller, respectively, of the Board. The Officers are elected annually.

The Board elects a President, Vice-President, and Secretary to serve for one year, and a Superintendent of Public Schools to serve for two years.

General Powers of the Board.

The Board of Education is a legal Corporation, has a common seal, and is capable of suing and being sued, of buying, receiving, selling, and conveying real or personal property, and of making and enforcing contracts. The title to all real and personal public school property in the City is vested in the Board.

The Board of School Inspectors is not a corporation, and cannot sue or be sued or hold property, all contracts being made in the name of the City of St. Paul, and the title to all property being vested in the City.

Authority to Levy Taxes.

The Board of Education is authorized and empowered to levy upon the taxable property in the city such taxes as will raise sufficient sums of money for all school purposes, including purchase of sites and buildings and expenses of maintenance of the same, but the aggregate levy must never exceed in any one year 4 mills on the dollar of assessed valuation.

The Board must make return of the annual levy of taxes to the County Auditor, and the taxes are collected by county officers at the same time and in the same manner as State and county taxes, and the full amount paid over to the City Treasurer to the credit of the Board of Education.

The expense of the Public Schools is limited to the amount appropriated by the Common Council. The tax imposed by the Council may not be greater than $2\frac{1}{2}$ mills, nor less than 2 mills on the dollar of assessed valuation. All school moneys are paid to the City Treasurer, and the City Treasurer and Controller report to the Board of Inspectors every month as to the amount of funds in the City Treasury set apart by the Council for educational purposes.

Authority to obtain Sites and erect School Buildings, etc.

The Board of Education may purchase real estate for school purposes if six directors vote for such purchase, and may sell or convey the same on the vote of five directors. They have also compulsory powers of acquiring real estate whenever it is deemed expedient to do so. The Board may hire or erect and maintain school-houses, and has entire control and management of all the common schools of the city.

The Board of School Inspectors must report annually to the Council as to the need of new buildings, specifying as nearly as possible the cost of the sites required and the probable cost of suitable buildings. If the state of the school fund justifies it, the Council by a three-quarter vote may empower the Mayor and the President of the Board of Inspectors to obtain the necessary sites and erect suitable buildings in accordance with plans and estimates submitted by the Board of Inspectors. The Board of School Inspectors have the care, custody and control of school-houses. They cannot, however, purchase their own supplies, but must make a yearly statement to the Mayor of what are required. These are then advertised for and obtained by a Committee of the Council.

Authority to employ and to dismiss Teachers, etc.

The Board of Education has power to employ superintendents and teachers, and to make rules and regulations for the government of the schools and for the employment and examination of teachers, prescribing their powers and duties. They also make rules for the grading and classification of pupils and prescribe the course of study, books to be used, etc.

The Board of School Inspectors have full power to employ and dismiss teachers, the City Council having no control over them in this respect. Teachers serve during the pleasure of the Board, and after one year's successful service are not subject to annual elections.

The Board reports yearly to the Mayor on the subject of teachers' salaries, specifying in detail the salaries proposed for the coming year. This report is transmitted to the Council, who may reduce the total amount, but may not raise it nor may they fix the salary of any teacher.

3. *Annual School Meetings of Special Districts.*

The board of trustees or of education of any special school district may appoint the time for

its annual meeting when so authorized by a majority vote of the district at any general election or at any special election called for such purpose (§378).

D. STATE HIGH SCHOOL ADMINISTRATION BOARD.

The office of this board is administrative and supervisory in relation to certain schools known as state high schools and graded schools.

1. *The Board.*

(1) Organization of the Board.

The board is constituted of the state superintendent of public instruction and the president of the University of Minnesota, ex-officio, and a superintendent or principal of any high school in Minnesota to be appointed by the Governor and confirmed by the Senate (§219).

(2) Powers and Duties of the Board.

(a) To establish necessary and suitable rules for the acceptance of schools, and for the regulation of examinations, reports and courses of study, including an optional English or business course, required to be taken for admission to the state university (§221).

(b) To appoint, in their discretion, a suitable person to inspect high schools, who shall be called the high school inspector. The board shall

fix his salary and provide for his travelling expenses as provided by law in the case of state officials (§220).

(c) To appoint a suitable person to inspect state graded schools, who shall be called graded school inspector. The board shall fix his salary and provide for his travelling expenses as provided by law in the case of state officials. His duties shall be similar to those of the state high school inspector.

(d) To keep a record of all proceedings, and, on or before the first of September, annually, make detailed report to the state superintendent of public instruction of all receipts and disbursements, and of the number and condition of the schools under their supervision (§222).

(e) To consider with full discretionary power, and act upon applications of high schools for state aid. Subject to the provisions of the act under which the board is constituted, the board may prescribe conditions upon which such aid shall be granted (§228).

2. *State High Schools.*

(1) Conditions of Acceptance.

A high school may become a state high school, to be received under the supervision of the high school board, and may receive state aid upon compliance with the following conditions:

(a) It shall have maintained for the school year next preceding that for which aid is granted at least nine month's school.

(b) It shall afford free tuition to students of the state who shall have completed satisfactorily the common branches (arithmetic, grammar, geography and U. S. history) through the eighth grade of the graded schools.

(c) It shall have regular courses of study, embracing all branches prescribed by the high school board as prerequisite for admission to the collegiate department of the state university.

(d) It shall be subject to the rules and regulations of the high school board, and be at all times open to the visitation of said board or of the high school inspector (§§224, 225).

(e) Application may be made by the trustees of any state graded school to the high school board to be advanced to the class of state high schools, and upon an examination into the records and standings of such school, the board is satisfied that it is able to maintain the curriculum of a state high school, it may raise such school to a state high school entitling it to aid as such (§233).

(2) State Aid.

(a) Each school accepted by the board and

complying with the requirements of the statute and the rules of the board shall receive one thousand dollars, provided that in case the amount appropriated is not sufficient to allow the full payment, then the amount available shall be apportioned pro rata among the schools entitled thereto.¹

(b) State high schools prepared to give special instruction in the common school branches helpful to teachers may receive a special appropriation of five hundred dollars upon certification of the high school board.

3. *State Graded Schools.*

(1) Conditions of Acceptance.

Any public school of any town, village or township graded school may become a state graded school, to be received under the supervision of the high school board and receive state aid upon complying with the following conditions:

(a) It shall have maintained for the school year next preceding that for which the aid is granted at least nine months' school.

(b) It shall be organized, having at least four departments, having a principal and teachers with qualifications as required under the rules of

¹Law of 1903. State high schools may receive \$1500 each. Appropriation, \$217,000.

the high school board; provided, the principal shall be a graduate from the advanced course of a state normal school, or the academic or pedagogical department of a reputable college or state university, or have a first grade state certificate, or a state professional certificate.

(c) The school shall have suitable buildings, library and other apparatus necessary for doing efficient work.

(d) It shall have a regular course of study, embracing such branches as are required under the rules of the high school board (§§229, 230).

(e) The county superintendent of schools may recommend to the state high school board the advancement of a semi-graded school to the class of state graded schools whenever he is satisfied that it has the necessary qualifications; and if upon examination into the records and standing of such school, the high school board is satisfied that it fully complies with all necessary requirements, said board may raise it to a state graded school, entitling it to aid as such (§239).

(2) State Aid.

Each school accepted by the state board and complying with the requirements of the statute and the rules of the board shall receive four hundred (400) dollars in each year, provided that the amount appropriated is not sufficient

to allow this full payment, then the amount available shall be apportioned pro rata among the schools entitled thereto (§232).¹

4. *Supervision.*

(1) Of State High Schools.

Under the authority of the high school board the inspector of high schools, or his assistant, shall visit each high school at least once in each year, who shall inspect the instruction and discipline and make a written report on the same immediately; and no money shall be paid until such report has been received, examined and approved by the board (§226).

(2) Of State Graded Schools.

Under the authority of the high school board, the graded school inspector or his assistant, shall visit each school at least once each year, who shall inspect the instruction and discipline of the school and make a written report immediately; and no money shall be paid until such report has been received and approved by the board (§231).

E. STATE NORMAL SCHOOLS.

1. *The Board of Directors.*

(1) Organization.

(a) The state normal school board of direct-

¹Law of 1903. State graded schools may receive \$550 each. Appropriation, \$79,000.

ors consists of nine members, of which the state superintendent of public instruction is ex-officio a member and secretary, and eight appointed by the governor with the advice and consent of the senate, for a term of four years. One member—and but one—shall be appointed from each of the counties of Winona, Blue Earth and Stearns. By implication, upon the increase of the board from six to eight appointed members, and the addition of two normal schools—Moorhead and Duluth—one member will be appointed from each of the counties of Clay and St. Louis (§308).

(b) Each member shall qualify before entering upon his duties by filing with the secretary of state the usual oath of office (§311).

(c) The board shall biennially elect by ballot one of their number as president (§310).

(2) Duties and Authority.

(a) This board shall have general supervision, management and control of the state normal schools, and all property pertaining thereto. They shall have power to contract for the erection of buildings connected with said schools, to appoint all professors and teachers and fix salaries for the same, provided that the salary of no principal shall exceed twenty-five hundred (2500) dollars (§312).

(b) They shall prescribe courses of study in the normal schools, conditions of admission and confer diplomas. They shall make all necessary rules, and visit the schools, either as a whole, or through a committee of their own number, inspect grounds, buildings, instruction and management, at least once during each term (§313).

(c) They shall, through their president, on or before December first in each year, report to the governor the condition of each school, its receipts and disbursements, wants and prospects, together with such recommendations for its improvement as they may deem proper and necessary (§313).

(3) Duties of the Treasurer.

(a) Each treasurer shall give bond payable to the State of Minnesota in such sum as the board may direct, and with one or more sureties to be approved by the board.

(b) The directors resident at the several schools shall act as treasurers to receive and disburse all moneys under the direction of the board, and report the same whenever so directed by the board (§317).

(c) He shall receive a sum not to exceed three hundred (300) dollars for services and expenses incident to keeping the accounts of his school

(§319). The salaries of treasurers shall be paid by their respective schools (§320).

2. *Normal Schools.*

There are five state normal schools, located at Winona, Mankato, St. Cloud, Moorhead and at Duluth.

(1) Tuition.

The schools are free to all students upon condition that they file with the principal a declaration of their intention to engage in teaching in the public schools of the state for a term not less than two years after their connection with the school shall cease.

The board may fix such tuition for pupils in the model school, and for students of the normal school not intending to teach, as they may deem just (§316).

(2) Diplomas.

Every diploma shall be valid as a certificate of qualification of the first grade to teach in the public schools of the state for a period of two years from date of graduation (§276).

At the expiration of two years of actual teaching service the diploma of such graduate may be indorsed by the president of the normal school from which it was issued, and by the state superintendent of public instruction, upon satisfactory evidence of successful and satisfactory

service. Such endorsement shall make the diploma of the elementary course a valid certificate for five years, and the diploma of the advanced course a permanent certificate of qualification (§277).

Any county or city superintendent of schools under whose supervision such graduates may be employed shall have power to suspend such certificates for causes duly shown, such suspension to be subject to the same appeal as is provided in the case of certificates issued by such county or city superintendents (§278).

(3) President's Report.

On or before September first the president of each school shall make a written report to the state superintendent of public instruction for the year of the school. This report shall set forth the general statistics of the school, its enrollment in each department and class, the average attendance, the number of graduates, teachers, together with an account of the general condition of building, library and apparatus, and such other matter as will be of interest to the public and for the welfare of the school (§314).

F. UNIVERSITY OF MINNESOTA.

The university, established and located "at or near the falls of St. Anthony" (1851) is con-

firmed by the constitution (Art. VIII, §4), shall provide means of acquiring a thorough knowledge of the various branches of literature, science and the arts, and such branches as relate to agriculture, the mechanic arts and military tactics. There shall be established five or more colleges, including colleges or departments of law and medicine and shall be under the control of a board of regents (§§328, 329).

1. *Board of Regents.*

(1) Organization.

(a) The board of regents consists of twelve members, the governor of the state, the superintendent of public instruction and the president of the university, members ex-officio, and nine members appointed by the governor by and with the advice and consent of the senate, for terms of six years (§329).

(b) The officers of the board are a president, treasurer and secretary, who shall hold their respective offices during the pleasure of the board. The president and treasurer shall each execute a bond in the sum of fifty thousand (50,000) dollars with at least two sureties, to the State of Minnesota to be approved by the governor and filed in the office of the secretary of state (§331).

(2) Powers and Duties.

(a) The regents of the university shall constitute a body corporate, and may sue and be sued, contract and be contracted with, and make use of a common seal (§330).

(b) They shall enact by-laws for the government of the university, elect a president, professors, instructors, officers, employees, and fix their salaries and terms of office.

(c) They shall have full power in determining the qualifications for admission and in prescribing books and authorities to be used in departments, and in conferring degrees and granting diplomas as is usual in universities (§332).

(d) They may accept in trust or otherwise any gift, grant, bequest or devise of property real or personal, for educational purposes, to hold, manage, invest and dispose of the same and the proceeds therefrom in accordance with prescribed conditions (§333).

(e) The annual meeting of the board shall be held on the second Tuesday of December, and special meetings shall be called and held at such times as the regents shall determine (§337).

(f) The board shall cause to be begun and carry on a thorough geological and natural history survey of the state, and through their president make annual report of the progress of the said surveys (§§345-352).

(g) The board shall have control of the state salt lands donated by the general government, and shall have power to sell them in such manner as they may see fit, and disburse the proceeds in accordance with the law ordering a geological and natural history survey of the state (§353).

(h) The board shall make provision for the purchase of suitable lands in the vicinity of the university for an experimental farm, and as soon as practicable make the improvements necessary for experimental purposes, and in connection with the course in the agricultural college (§340).

(i) The board shall make provision for the care and treatment in some hospital within ten miles of the state university of indigent, crippled and deformed children who have resided in the state not less than one year. Medical and surgical attendance shall be by members of the staff of the medical college of the university without extra compensation. Hospital care shall be provided on such terms as may be agreed upon by the regents.

Rules for the admission, care, treatment and discharge of children shall be adopted by the board as they may deem proper (§380).

(j) On or before the second Tuesday in December the board shall make report annually

through its president to the governor, showing in detail the progress and condition of the university, the wants of the various departments, and the amounts of money received and disbursed and such other matters as they may deem important and useful.

(3) Duties of the Secretary.

The secretary shall record all proceedings of the board, and shall carefully preserve all books and papers, and before entering upon the duties of his office he shall take and subscribe an oath to perform his duties faithfully (§332).

(4) Duties of the Treasurer.

The treasurer shall give the required bond (see, Organization of the board), and take and subscribe an oath that he will faithfully perform the duties of his office. He shall keep an exact and faithful account of all moneys, bills receivable and evidences of indebtedness, and all securities and properties received or paid out by him.

CHAPTER IV.

CERTIFICATES AND EXAMINATIONS.

I. *Classes and Validity of Certificates.*

(1) State certificates.

(a) State Professional, valid for the time stated on the face, and in all schools of the state.

(b) University Teachers' Certificate, has the rank of the State Professional. It is valid as a probationary certificate for two years from its date, and upon endorsement by the state superintendent of public instruction and the president of the university, it is made perpetual (§275).

(c) State first grade, valid for five years, and in all schools of the state, excepting, that by rule of the high school board it is not accepted in state high schools, and that boards of education of special and independent districts may by formal action decide not to recognize for the grades either this or the second grade (§§263, 265-270).

(d) Second grade, valid for two years in the county in which the examination is held, and in any other county upon the endorsement of the superintendent of such county (§§263-265).

(2) Diplomas as Certificates.

(a) The diploma of a college or university of good standing, after one year's successful teach-

ing under a state first grade certificate entitles the holder to a state professional certificate (§273).

(b) The diploma of a state normal school is valid as a certificate of the first grade for two years from graduation (§276).

Upon endorsement, at the expiration of two years, by the state superintendent of public instruction and the president of the school issuing the diploma (1) the diploma of the elementary course shall be valid for five years, and (2) the diploma of the advanced course shall be a certificate of permanent qualification (§277).

2. *Examinations.*

(1) For State Professional certificates upon examination, a committee of three is appointed by the state superintendent of public instruction. By rule of the department, examinations are held at the state university in August immediately following the regular state examinations, and also at the capitol during the Christmas holidays. A second grade may be issued to deserving teachers lacking not more than three of the required subjects (§273).

(2) Under the direction of the superintendent of public instruction two examinations shall be held annually in every county of the state under the following regulations. The county superin-

tendents shall designate the places of examination. Public notice shall be given of time and place of examinations. The time shall be uniform (§267).

The county superintendents shall conduct the examinations of their respective counties, or shall appoint persons to conduct them in their stead (§267).

When required, the examiner shall make affidavit that the examination has been conducted strictly according to the regulations prescribed (§267).

The following subjects are required for all certificates: spelling, reading, arithmetic, penmanship, grammar, composition, geography, history of the United States, physiology and the practical facts of hygiene. For first grade certificates, the following in addition: elementary algebra, plane geometry, physical geography, natural philosophy and civil government, provided that in lieu of natural philosophy, physical geography and plane geometry, the state superintendent may designate equivalent optional subjects, and may offer music and drawing as optionals (§§267-268).

The certificates of the state normal schools and of state high schools in all subjects including the so-called common branches having a stand-

ing of not less than seventy-five (75) per cent, may be accepted in lieu of examinations in such subjects (§268).¹

(3) Local certificates. (See page 46.)

(4) Miscellaneous.

(a) Teachers desiring to take the examination may dismiss their schools for that purpose for a period not to exceed two days in each year without loss of pay (§267).

(b) The state superintendent may in his discretion issue a certificate of qualification without examination to a person who has taught in the

§273. For Professional Certificates. Final markings from Minnesota State normal schools, will, upon recommendation of the several presidents, be accepted in place of an examination in History of Education, School Economy, School Law and Psychology.

§268. For State Teachers' Certificates, First and Second Grade. State High School Board certificates which show a standing of not less than 75 per cent. will be accepted in lieu of examinations in SENIOR ARITHMETIC, SENIOR GEOGRAPHY, SENIOR GRAMMAR, SENIOR HISTORY OF THE UNITED STATES, ALGEBRA, CIVIL GOVERNMENT, PLANE GEOMETRY, PHYSICAL GEOGRAPHY, and NATURAL PHILOSOPHY, (PHYSICS), provided, that no such certificates shall be accepted if presented more than a year later than the date of the last certificate received by the candidate, unless he has taught with success since the date of the last certificate, as certified by the county superintendent.

Standings of 80 per cent. or more in branches completed at a Minnesota state normal school within the past two years will be accepted in lieu of examination in such branches by the department upon the recommendation of the president where the standings are granted.

public schools of the state five or more years, upon a written application endorsed by the officers of the school and of the city or county superintendent under whom he has taught the greater part of five years next preceding the date of application (§271).

(c) The expenses for the examination shall be paid as follows: (1) local expenses by the county in which the examination is held, (2) expenses of the state superintendent in the examination of papers and issuing certificates, by the state from the appropriation made for conducting institutes to an amount not exceeding twenty-five hundred dollars (§272).

(d) Any county or city superintendent under whose supervision a graduate of a normal school or other teacher is employed may, for causes duly shown, suspend the certificate of such teacher, such suspension to be subject to appeal (§§264-278).

(e) Appeals.

Any teacher aggrieved and desiring to appeal from the decision of a superintendent revoking or suspending his certificate shall, within ten days after receiving such notice, serve a written notice of appeal from such decision on the state superintendent of public instruction, specifying the grounds upon which the appeal

is taken. This appeal shall be reviewed by the state superintendent under equitable regulations prescribed by him (§§264, 266, 279).

Any applicant failing to pass the scholastic examination for a certificate may, upon appeal to the state superintendent, have his papers reviewed by the instructors in the corresponding branches in the state university, provided such appeal is taken within ten days from the date of receipt of notice of such failure (§269).

CHAPTER V.

SUPPORT OF PUBLIC SCHOOLS.

I. *General Support of Common Schools.*

The term "common schools" applies to all schools of the system excepting normal schools and the university. It also applies to all grades of these schools, including the high schools. This support is provided in several forms as follows:

(1) By the General Government.

The general government has set apart sections sixteen and thirty-six of each township and has granted the same to the state for school purposes. (Act of Congress Authorizing a State Government, passed Feb. 26, 1857.) The state in its constitution provides that the lands intrusted to it for educational purposes shall be sold and the proceeds remain inviolate; and the income from the lease and sale of such lands shall be distributed in proportion to the number of scholars between the ages of five and twenty-one years.

The proceeds of sales shall be safely invested under suitable laws enacted by the legislature, in interest-bearing bonds of the United States, Minnesota, and of other states. They may also be invested in the bonds of any county, city, vil-

lage, town or school district, under the direction and approval of the designated board of commissioners. Loans and investments shall not be made when the issue of the same would in part make the entire bonded indebtedness exceed seven per cent of the assessed valuation of the taxable real property of the county, school district, city, town or village issuing such bonds, nor the interest be less than three per cent per annum, nor for a time less than five years nor longer than twenty years. (Constitution, Article VIII, §§2, 6.)¹

(2) Support by the State.

There shall be levied annually upon the taxable property of the state a tax of one and twenty-three hundredths of a mill to be known as the "state school tax," of which the proceeds of one mill shall be added to the general school fund, which together shall be known as the "current school fund" (§172).

(3) Apportionment of the Current School Fund.

The "Current School Fund" apportioned by the state consists of (1) the income from the per-

¹Law of 1903. Loans of permanent school and permanent university funds shall bear interest at the rate of four per cent. County drainage bonds at three per cent may be purchased of the counties issuing them.

manent fund, and known as the "general school fund," and (2) the state one-mill tax (§172).

On the first Monday in March and the first Monday in October of each year, the superintendent of public instruction shall make an apportionment of the available current school funds in the treasury, among the counties in proportion to the number of scholars between the ages of five and twenty-one years who have been enrolled and have been in attendance forty days in the public schools that have had at least five months of term within the year by a qualified teacher, and have reported as required by law (§164).

On the last Wednesday of March and on the last Wednesday of October in each year, the county auditor of each county shall make apportionments of the money in the county treasury accruing from the current school fund, and from the liquor licenses, estrays and fines among the several school districts in the county in which schools have been held as required by law, and the required reports have been made to the county superintendent. Statements of the amounts apportioned shall be transmitted to the clerks of the several districts.

A district is entitled to a share of the liquor

license in case the licenses of such district are paid into the county treasury.

A new district voting and providing for a four months school and having continued it one month, shall be entitled to the first and succeeding apportionment upon the basis of actual enrollment; and for two years succeeding, the district shall be entitled to apportionment in proportion to the number of scholars who have attended thirty days of four months' school.

No district shall receive from the apportionment a greater amount than that appropriated by such district from the special and local one-mill tax levied in that year, unless the district is levying the maximum rate allowed by law (§167).

(4) Support by the district.

(a) Local One-mill Tax.

The county commissioners shall levy an annual tax of one mill to be known as the local mill tax, to be collected as other taxes are collected, and distributed to the districts of the county in amounts equal to the collections made from the several districts; and in case the commissioners fail to make such levy the county auditor shall extend the same upon the assessment roll of the year (§172).

(b) Special Taxes.

The annual meeting of school districts may vote an amount of money to be raised by a tax levy, sufficient to meet the conditions on which apportionments of state school funds are made, and to raise such additional amounts as the district may determine.

2. *Special State Support.*

(1) For State High Schools. (See page 65.)

(2) For State Graded Schools. (See pages 66, 67.)

(3) For State Semi-graded Schools. See pages 47, 48.)

(4) For State Rural Schools. (See page 48.)

(5) For Teachers' Institutes the state makes annual appropriation of seven thousand dollars.

(6) For Teachers' Training Schools the state provides an annual appropriation of twenty thousand (20,000) dollars (§146).

(7) For the purchase of libraries, the state provides that any school district, having provided a suitable book case for the care of books, and a librarian with suitable rules for the distribution of books, and having purchased books from the list approved and selected by the library commission, and having forwarded a certified statement of the same with the endorsement of and through the county superintendent to the state superintendent, the said state superintendent shall make

requisition upon the state auditor for one-half the amount so expended, who shall issue his warrant in favor of said district, provided, (1) that no district shall receive more than twenty dollars upon the first statement, nor more than ten dollars upon any subsequent statement, and (2) that each school building of the district for the purposes of this act shall be estimated as one district, and (3) no more than one statement shall be made by any one district in any one school year.

For this purpose ten thousand (10,000) dollars are annually appropriated (§§290, 291, 392).¹

¹Law of 1903. Fifteen thousand dollars are annually appropriated for libraries.

CHAPTER VI.

SUPPORT OF STATE NORMAL SCHOOLS.

The state normal schools are supported wholly by state appropriations.

1. For current expenses the annual appropriation for the several schools is as follows for 1903:

Winona.....	\$42,500
Mankato.....	42,500
St. Cloud.....	47,500
Moorhead.....	48,000
Duluth.....	27,000

2. The appropriations for buildings and repairs are made from year to year upon the recommendation of the state normal board of directors.

CHAPTER VII.

THE SUPPORT OF THE STATE UNIVERSITY.

I. *By the General Government.*

(1) By act of congress authorizing a state government two townships—seventy-two sections—were set apart for a state university to be selected by the governor, subject to the approval of the commissioner of the general land office, and applied by the legislature for the purpose aforesaid. (Act of Congress passed Feb. 26, 1857, §5.)

In 1870, by act of Congress, an additional two townships were set apart for the same purpose and upon the same conditions. These lands being sold, the proceeds formed the “permanent university fund,” and was required to be invested, as was the permanent school fund (see, Chap. V. 1.). The income from the same constitutes the “general university fund” and shall be used for the support of the state university.

(2) In 1862, by act of Congress, thirty thousand acres for each of the four representatives of the state in Congress (120,000 acres), were set apart for the benefit of a college of agriculture and mechanic arts, including military tactics. In

1868, by act of Legislature, the college of agriculture and mechanic arts, together with all lands and funds provided for its support, was united with the state university, upon which the two funds were merged under the one name "permanent university fund," the proceeds of which are required to be used for the purposes prescribed by acts of Congress and the legislature of the state.

(3) By act of Congress (Hatch Bill, March 2, 1887), fifteen thousand (15,000) dollars are annually appropriated for the support of an agricultural experiment station. The management of this fund, subject to conditions defined in the bill, was committed by the legislature to the regents of the university. The purposes and results of this department are educational in a large and popular interest, and, therefore, is most appropriately administered by the regents of the university.

(4) By act of congress (Morrill Bill, Aug. 30, 1890) there was appropriated from the sale of public lands for the more complete endowment and maintenance of colleges for the benefit of agriculture and the mechanic arts, fifteen thousand (15,000) dollars for the year ending June thirteenth, 1890, to be increased annually by one thousand (1000) dollars until the annual

amount shall amount to, and remain permanent at, twenty-five thousand (25,000) dollars. This appropriation shall be applied to instruction in agriculture and mechanic arts, the English language, and the various branches of mathematical, physical, natural and economic science, with special reference to their application in the industries of life.

(5) By act of congress (Feb. 26, 1867) certain reserved lands known as "Saline," to the amount of 46,080 acres were donated to the state of Minnesota. And by act of the state legislature (Mar. 10, 1873) these lands were transferred to the custody and control of the regents of the university, upon condition that these lands be sold by the board of regents, and the proceeds disbursed in accordance with the law ordering a geological and natural history survey.

2. *By the State.*

(1) An annual tax of twenty-three hundredths of a mill is levied upon the taxable property of the state and added to the general university fund (§172.)

(2) Special annual appropriations are as follows:

For the department of mining engineering.....	\$5,000
For the maintenance of the library..	7,500

For general repairs \$8,000

For printing 2,000

3. *University Annual Tuitions.*

Registration, fifteen dollars.

Law Department, sixty dollars.

Medical Colleges, one hundred dollars.

Dentistry, one hundred dollars.

Pharmacy (for entire course) one hundred
sixty-five dollars.

4. *Special State Appropriations.*

Appropriations for buildings and other interests are made by the legislature as necessary, and upon the recommendation of the regents of the university.

CHAPTER VIII.

STATE SUPERVISION.

The general supervision of education in the state is assigned to the state superintendent of public instruction, who is related to every department of education and every state educational institution as an ex-officio member of each board. In many respects his relation is authoritative and directory; in others, and in which he exerts his greatest influence, he represents the progressive ideals of education, and, in an advisory capacity, co-operates with the educators of the state in the improvement of their schools and in sustaining them in their efforts to realize the best methods of school administration and instruction.

I. *Appointment.*

The superintendent of public instruction is appointed by the governor by and with the advice of the senate for two years, and at an annual salary of twenty-five hundred dollars.¹ By constitutional amendment he assumes the duties of his office on the first Monday of January, having taken the required oath of office. His office is

¹Law of 1903. The salary of the superintendent of public instruction shall be three thousand dollars.

at the capitol, where all papers, records, reports and other documents pertaining to his office are kept (§§133, 134).

2. *Assistant.* He shall appoint an assistant superintendent whose salary is fixed at eighteen hundred dollars per annum.

3. He is ex-officio, a member of the board of regents of the state university (§329); of the state normal board of directors, of which he is ex-officio secretary (§§308, 310); of the board of directors of the institute for defectives (§140); and of the state high school board (§219).

4. *Duties.*

(1) To meet the county superintendents at such time and place as is conducive to the interests of education, for the consideration of such matters of administration and instruction as are of value and interest to the counties represented (§136).

(2) To prepare and distribute blanks, registers and records required by the county superintendents, district clerks and treasurers for the transaction of the business of school districts, (§138).

(3) To organize institutes and training schools (§§141, 143).

(4) To hold teachers' examinations and issue certificates (§263). (See Chap. IV.)

(5) To consider appeals. (See page 80.)

(6) To issue state professional certificates (See pages 76, 77.)

(7) To make apportionment of the current school fund and report the same to the state auditor (§171). (See page 84.)

(8) To make requisition for aid to state rural and state semi-graded schools (See pages 47, 48.)

(9) To make requisition for library aid. (See page 86.

(10) To keep record of all schools applying for state aid as rural and as semi-graded schools (§§238, 244).

(11) To recommend, with the presidents of the normal schools, suitable text books for the study of physiology, hygiene, stimulants and narcotics (§368).

(12) To make biennial report of receipts and disbursements of the money appropriated for the aid of state semi-graded and rural schools, the names and number of schools of each class, number of pupils in classes, and the cost of supervision for the years covered by the report, and also his estimate of the amount required for the two succeeding years (§245).

(13) To take charge of the sale of dictionaries, and turn over to the state treasurer all money received for said sales (§295).

(14) To make biennial report through the gov-

ernor to the legislature on or before the fifth of December a comprehensive and detailed report of the public schools and all other institutions that may report to him; including all receipts and disbursements of public educational funds, and all matters relating to teachers and schools that are of public interest and importance (§137).

CHAPTER IX.

MISCELLANEOUS LAWS.

1. *Incorporated colleges and seminaries* are required to report annually before January first to the state superintendent the names of officers and students of their several institutions, together with their financial condition in property, and such other information as will tend to exhibit their condition and operations (§139).

2. *Compulsory Attendance.*

Every parent or guardian or other person residing in a school district of the state having control of a child between the ages of 8 and 16 years shall send him to a public parochial or private school during the entire time the public school of such district is in session. This requirement may be suspended in part or for the whole of such period by the board when it is shown to the satisfaction of the board (1) that the parents or guardian is not able to properly clothe such child, (2) that the child is not physically or mentally capable of attending school, (3) that he is taught at home in all the required common school branches; (4) that he has already acquired a common school education, and (5) that he is

actually employed in some useful occupation permitted by law (§280).

3. *Truant Officer and Schools.*

The board of any school district shall have power to appoint and remove one or more truant officers, whose duty it shall be to investigate cases of truancy and non-attendance at school, to make complaints, serve notices and to enforce all laws and school regulations respecting truant, incorrigible and disorderly children, and the attendance of children at school (§281).

Truant Scholars.

Such board of any school district may establish one or more ungraded schools for the instruction of children between eight and sixteen years of the following classes: (1) habitual truants, (2) incorrigible, immoral and vicious children, and (3) habitual wanderers on the street without lawful employment. Children of these classes may be assigned to and be required to attend such ungraded truant school as the board may determine (§282).

Complaints.

Whenever such board of any school district shall determine it to be necessary, the truant officer, upon the order of the board, shall make complaint against such juvenile offender before a justice of the peace or other authorized mag-

istrate, who shall issue a warrant and proceed to a hearing upon the complaint. If it be found that the complaint is sustained, such justice of the peace or magistrate shall sentence such juvenile offender to the Minnesota State Training School, provided that for the first offense the magistrate may suspend the sentence in his discretion.

Penalty for Failure to Comply (§283).

Any parent or guardian having been duly notified by the truant officer but fails to comply with the provisions of this act in sending a child under his control to school, shall be guilty of misdemeanor and upon conviction shall be punished by a fine not exceeding fifty dollars, or by imprisonment not exceeding thirty days (§284).

4. Cigarettes, Cigars, or Tobacco.

Any person furnishing by sale or otherwise cigarettes, cigars or tobacco to any person under eighteen years of age, or to any minor pupil in any school, college or university shall be punished by a fine of not to exceed fifty dollars or imprisonment in the county jail not to exceed thirty days.

Any person under eighteen years of age or minor pupil who shall smoke or use cigarettes or tobacco in any form in any public place or

street shall be subject to a fine of not to exceed ten dollars or imprisonment in the county jail not to exceed five days for each offense.

Any person who shall provide a place in which persons under eighteen and minors may frequent, for the purpose of indulging in the use of cigarettes, cigars or tobacco in any form shall be liable to the same penalty as those who sell to such minors (§377).

5. *Intoxicating Liquors.*

No license shall be issued by county commissioners to sell intoxicating liquors at a place outside the corporate limits of any incorporated city, village or borough and within a distance of fifteen hundred feet of any school house of any public or independent school district (§276).

6. *Child Labor.*

No child under sixteen shall, in the year next succeeding his birthday be employed during the hours in which the public schools of the district are in session until he has attended some school for the period required by law.

No child who cannot read simple sentences in English shall be employed at any indoor occupation except in vacations unless he is a regular attendant at a day or evening school. But whenever it shall appear to the school board upon examination that the labor of such minor is nec-

essary for the support of his family, the board may issue a permit authorizing the employment of such minor within such times as they may fix (§375).

7. *Holidays* (See page 16).

8. *Transportation of Pupils* (See page 28).

9. *Women as electors.*

(1) *Qualifications* (See pages 34, 35).

(2) A separate ballot box shall be provided for the ballots of women for each election district in which they are entitled to vote (§31).

(3) Any woman who is a qualified elector is entitled to vote for a county superintendent of schools in the election district of which she has been a resident at least ten days, in which case she shall register as now provided for male voters (§§32, 33).

(4) By provision of the Constitution (§8, Art. 7, as amended), women may vote at any election for the purpose of choosing any officers of schools or members of library boards, or upon any measure relating to schools or libraries. They shall also be eligible to hold any office pertaining to the management of schools and libraries (§36).

10. *Dictionaries.*

Any district or district department not already provided for, upon application by its su-

perintendent, clerk or secretary of the board, to the state superintendent, shall be furnished with a copy of Webster's Unabridged Dictionary for each school or department at a cost not to exceed seven dollars a copy. The sum of twenty-five hundred dollars is appropriated for this purpose (§293).

11. *School Libraries* (See page 86).

12. *Free Text Books* (See page 37).









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